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## *General Plan: Housing Element 1981*

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## **CITY OF HEALDSBURG**

### **GENERAL PLAN: HOUSING ELEMENT**

Prepared for:


City of Healdsburg  
July, 1981

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## **PREFACE**

### Purpose

The Housing Element of the General Plan provides a statement of Healdsburg's housing policies. It sets forth a framework to guide decision making on housing issues and establishes an action program to allow the City to address and resolve its housing problems and needs. The housing goals described in the 1978 Housing Element remain essentially the same, but they have been augmented by an expanded program effort which responds to current housing needs.

The contents of the Housing Element also reflect changes in the California Department of Housing and Community Development's (HCD) Guidelines. The revised State Guidelines provide a regulatory framework that focuses on two fundamental components of the local planning effort:

1. The evaluation of the housing needs of all economic segments of the community, and
2. The development of a housing program which makes adequate provision for these identified needs.

### Contents

The format of the Housing Element contains the following sections:

- Statement of goals, policies and implementation programs. A time frame and strategy for implementation is included. (tan pages)
- Introduction which summarizes the existing housing situation in Healdsburg and outlines priorities for meeting housing needs.
- Analysis of the City's housing needs and problems related to each goal. Constraints which compound the problems are identified. Alternative actions are discussed followed by a restatement of policies and specific actions recommended to achieve the goals.
- Description of citizen participation and consistency with other elements of the General Plan.

### Data Sources

The data used in this element was taken from the 1975 Special Census, California Department of Finance, the 1970 and 1980 U.S. Censuses, and Special Surveys conducted by City Staff. For the purposes of this report, these sources have the best available data.

The 1975 Special Census was conducted on a door to door basis with 2,341 house-holds participating. The remaining 212 dwelling units were vacant (under construction, for sale, for rent, etc.)

The 1975 Special Census data is limited in that it was conducted six years ago. Depending on the question, the overall response rate varied from 78% to 95%. The question with the least response concerned family income in which only 78% responded. The extent of sample error, if any, is unknown. Also, interpretation of the questions might have resulted in improper response.

The Land Use and Population Projections prepared by the Healdsburg Planning Staff were based on census data and internal records kept by the Department on new and planned development. Other data sources include realtors, developers, ABAG reports, and the Sonoma County General Plan.

#### Acknowledgements

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**HEALDBURG'S HOUSING PROGRAM :**

**GOALS, POLICIES, AND  
IMPLEMENTATION PROGRAMS**



## HOUSING GOALS

### ADEQUATE SUPPLY OF HOUSING FOR ALL GROUPS

- A. It is the goal of the City of Healdsburg to have housing types and programs which will enhance the community's living environment and diversity of population.
- B. It is the goal of the City of Healdsburg to provide safe and decent housing for all age and economic segments of the community.

### MAINTAIN AND PRESERVE EXISTING HOUSING QUALITY

- C. It is the goal of the City of Healdsburg to improve the condition of the City's existing housing stock in order to provide a safe and decent home for all citizens of the Community.

### SUFFICIENT DISTRIBUTION OF HOUSING

- D. It is the goal of the City of Healdsburg to provide through zoning, sites for future housing which are designed to meet the needs of all age and economic segments of the population, and to insure, as required by State law, that all persons regardless of race, sex, cultural origin, marital status, or physical handicaps are provided a choice of locations within the community.



## **GOALS, POLICIES AND IMPLEMENTATION PROGRAMS: TO INSURE AN ADEQUATE SUPPLY OF HOUSING FOR ALL GROUPS**

### GOAL A

It is the goal of the City of Healdsburg to have housing types and programs which will enhance the community's living environment and diversity of population.

### POLICY

Discourage rapid and disruptive population growth.

#### Implementation:

1. Review development applications to insure consistency among General Plan Elements.
2. Development applications shall also be reviewed to insure growth occurs within the urban expansion lines. There is sufficient vacant land to meet 1985 new construction and affordable housing needs.

### GOAL B

It is the goal of the City of Healdsburg to provide safe and decent housing for all age and economic segments of the community's population.

### POLICY

The city will encourage new housing which provides units that meet the needs of the town's diverse age and income groups.

#### Implementation:

1. Work with private developers of Farmers Home Administration Section 515 rural rental housing to develop 100 units of assisted elderly housing, preferably located at the Old Corporation Yard site. If this site is unavailable, other vacant sites meeting the criteria specified will be identified for this development.
2. Work with the County and private developers to identify sites for assisted housing.
3. After identification of sites, the City will designate those sites as priority sites for assisted housing.

4. Sites zoned commercial or industrial will not be designated as priority sites for low and moderate income housing. However, these sites will be reevaluated for this purpose in the fifth year of the housing program if they remain vacant.
5. After identification and designation of sites, the City will work with the County to assist developers in utilizing existing federal and state programs to construct low cost housing at the identified sites. Approximately 100-150 units of family/handicapped units are to be developed under the Farmers Home Administration Section 515.
6. The City will develop procedures to implement the Density Increase Criteria program to provide for the development of moderate price ownership housing and multifamily rental apartments. Low and moderate income housing will be encouraged in the City's medium and high density residential areas. Approximately 20-40 moderate income units will be constructed under this program over the next five years.
7. Continue to enforce the provisions of the Condominium Conversion ordinance to maintain the existing supply of rental apartments unless the vacancy rate exceeds 7%.
8. The City will work with the County, State, Federal Government and any private agencies active in promoting subsidized housing.
9. Continue to participate in the Section 8 Existing Program to subsidize approximately 32-40 households per year. Promote the program through newspaper articles.
10. Consider using Community Development Block Grant funds, if they would become available, to support profit or non-profit organizations active in the promotion of Section 8, Limited Equity Cooperatives, or similar programs. A review of the use of funds for this purpose will be conducted every year beginning in 1982.
11. Consider applying for Community Development Block Grant funds or other available state and federal funds to acquire property to write down its cost. A review of these programs will be conducted each year by the Planning Staff beginning in 1982.
12. The City will place the issue of affordable housing on the ballot to obtain Article 34 referendum authority should this be necessary to provide for affordable housing.
13. Adopt a resolution to give first priority to processing applications that provide low and moderate income housing, to reduce the costs associated with time delays.
14. For large scale developments, the City will consider recommending the developer contact private investment firms that arrange joint homeownership programs for employers and employees in order to

provide affordable ownership housing for employees of firms locating in Healdsburg.

15. As development proposals occur, the City will consider a mixed use development on those parcels where a mix is feasible and where the housing needs of the potential employees could be met.



# GOALS, POLICIES AND IMPLEMENTATION PROGRAMS: TO MAINTAIN AND PRESERVE EXISTING HOUSING QUALITY

## GOAL C

It is the Goal of the City of Healdsburg to improve the condition of the City's existing housing stock in order to provide a safe and decent home for all citizens of the Community.

## POLICY

The City will work in conjunction with Sonoma County and other agencies to establish programs to encourage and finance housing rehabilitation.

### Implementation:

1. The City will continue to apply for CDBG funds to rehabilitate 22 homes per year through the Bankable Loan Program and the Delayed Payment Loan Program.
2. The City will identify owner and renter homes in the Redevelopment Agency's project area that qualify for rehabilitation. A rehabilitation plan will be developed to rehabilitate 20 homes between 1983 and 1985.
3. The City will work with the County to identify renter housing suitable for Section 8 Moderate Rehabilitation. Approximately 3-5 units can be rehabilitated per year. Information regarding both the moderate and substantial rehabilitation programs will be publicized in the Healdsburg Tribune.



## GOALS, POLICIES AND IMPLEMENTATION PROGRAMS: TO INSURE A SUFFICIENT DISTRIBUTION OF HOUSING

### GOAL D

It is the goal of the City of Healdsburg to provide through zoning, sites for future housing which are designed to meet the needs of all age and economic segments of the population and to insure, as required by State law, that all persons regardless of race, sex, culture, origin, marital status, or physical handicaps are provided a choice of locations within the Community.

### POLICY

The City will work toward the elimination of all barriers that prevent a free choice in housing.

#### Implementation:

The City will provide a referral service to link persons experiencing discrimination with agencies that handle specific complaints.

# TIME FRAME FOR IMPLEMENTATION OF THE HOUSING PROGRAM

Action	Responsible Agency	Funding Source	Time Frame
<u>Adequate Supply of Housing For All Groups:</u>			
Review development applications for consistency with General Plan	Planning Staff	Staff time	1981 (ongoing)
Review development applications to insure growth occurs within urban expansion lines	Planning Staff	Staff time	1981 (ongoing)
Work with developers to obtain 100 units of FHA Section 515 elderly rental housing	Planning Staff	Staff time Farmers Home Administration Section 515	1981-1983
Work with County and developers to identify sites for assisted housing	Planning Staff	Staff time	1981 (ongoing)
Designate sites as priority sites for low and moderate income housing	Planning Staff & Commission, City Council Resolution	Staff time	1982-1983
Work with County and private developers of subsidized housing to develop 100-150 units of family/handicapped rental housing	Planning Staff	Staff time Farmers Home Administration Section 515	1982-1984
Re-evaluate vacant sites zoned commercial and industrial for potential rezoning to residential for affordable housing	Planning Staff Rezoning and GP amendment	Staff time	1985

# TIME FRAME FOR IMPLEMENTATION OF THE HOUSING PROGRAM

	Action	Responsible Agency	Funding Source	Time Frame
	Develop implementation procedures for the Density Increase Criteria. Provide 20-40 moderate ownership housing units annually.	Planning Staff	Staff time	1981 (ongoing)
	Continue Condominium Conversion Ordinance to maintain existing rental stock	Planning Staff	Staff time	1981 (ongoing)
	Work with County, Staff, Federal and private agencies active in promoting subsidized housing.	Planning Staff	Staff time	1981 (ongoing)
8-1	Continue Section 8 existing participation. Subsidize 32-40 units annually and promote through newspaper	Planning Staff Sonoma County Housing Authority	HUD Section 8	1981 (ongoing)
	Review use of CDBG for promoting Section 8, Limited Equity Coops, and/or sponsors of low and moderate income housing	City Staff (Planning & Finance), Sonoma County Housing and Community Development Office	CDBG	1982 (annually)
	Review use of CDBG for site acquisition.	City Staff (Planning & Finance), Sonoma County Housing and Community Development Office	CDBG	1982 (annually)
	Determine thru contacts with the State and County the necessity of an Article 34 Referendum	City Manager	Staff time City funds	1982-1983

## TIME FRAME FOR IMPLEMENTATION OF THE HOUSING PROGRAM

Action	Responsible Agency	Funding Source	Time Frame
Adopt a resolution to begin priority processing of all applications that provide low and moderate income housing.	Planning Staff/ City Council Resolution	Staff time	1981
Review development proposals to determine the availability of affordable housing for employees. Consider mixed use or joint homeownership programs.	Planning Staff	Staff time	1981 (ongoing)
<u>Maintain &amp; Preserve Existing Housing Quality</u>			
Continue participation in Bankable Loan Program and the Delayed Payment Loan Program. Rehabilitate 22 owner units annually.	City Staff (Planning & Finance) Sonoma County Housing and Community Development office	Staff time and CDBG	1981 (ongoing)
Identify homes in project area nad develop a rehabilitation plan for owner and renter units.	Planning Staff	Staff time and Redevelopment Agency funds	1981 (ongoing)
Publicize and participate in Section 8 Moderate Rehabilitation Program, and rehabilitate 3-5 units per year. Publicize Section 8 Substantial Rehabilitation Program.	Planning Staff, Sonoma County Housing and Community Development Office	HUD	1981 (ongoing)
<u>Insure A Sufficient Distribution of Housing</u>			
Provide referrals to link those experien- cing discrimination with organizations handling complaints	Planning Staff	Staff time	1981 (ongoing)



## INTRODUCTION



## SUMMARY

Initially settled by Gold Rush pioneers, Healdsburg, since 1867, has been a small agricultural community. Although some of the surrounding communities have developed recreational and tourist facilities due to the proximity of the Russian River and the wine industry, Healdsburg has maintained its rural character. Expansion has been moderate and steady. The 70-year annual average population growth rate is 1.84%. The 1980 population of 7,217 has increased slowly from the 1910 population of 2,011. The corporate city limits encompass 1,960 acres.

Healdsburg, like Sonoma County and other areas throughout the nation, has experienced a decline in average household size from 2.7 persons per household in 1970 to 2.5 in 1980. This trend is in response to changes in lifestyle, a deferment in child bearing, a tendency for young people to establish their own households at a younger age, and increased divorce rates. Consequently, population growth has slowed but there has been an increase in household formations. Also, Healdsburg has attracted many retired people from the San Francisco Bay Area and has a fairly large elderly population. The significance of all these trends is that they will affect housing preferences.

Healdsburg's population is predominantly Caucasian. The 1975 Special Census indicated that 94.5% of Healdsburg's population was Caucasian and 6.5% were Mexican Americans. By 1980 the percentage of Mexican Americans had increased to 14%.

In 1975, 43% of the City's residents were employed in agriculture. Due to this type of occupation, the median income for Healdsburg is fairly low. In 1975 the median family income was \$11,824. The 1975 Special Census income figures show 35.5% of the City's households as having very low incomes (50% of the median); 11.7% having low incomes (80% of the median); 12% moderate incomes (80%-120% of the median); and, 40.8% as middle or high incomes (120% of the median).

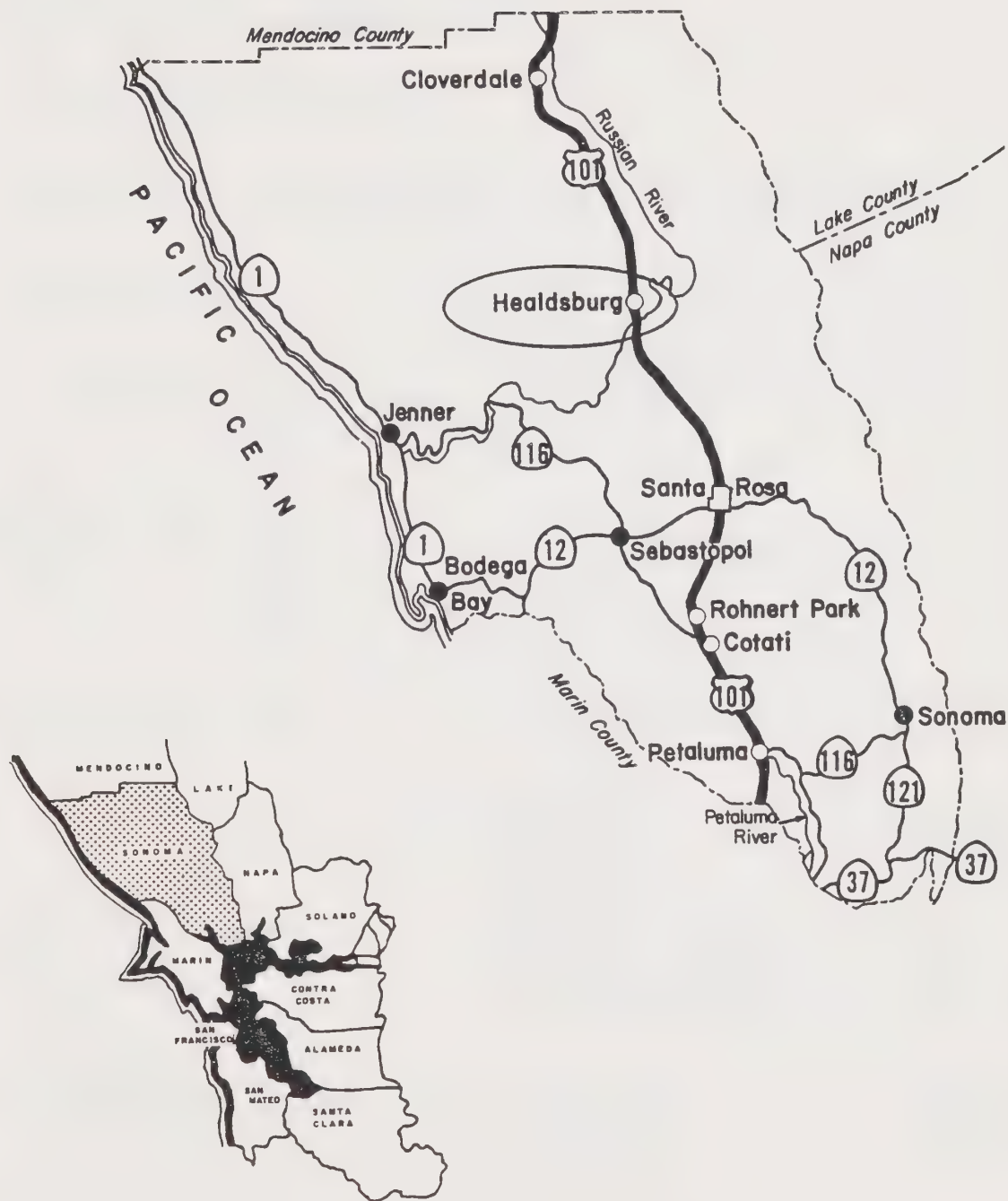
While household incomes have been gradually rising, they have not kept pace with the rapidly escalating costs of housing. The 1981 median price for a three bedroom single family residence in Healdsburg is \$96,950, while a two bedroom condominium has a median price of \$76,000. The average housing price of homes in the Marin, Napa, Sonoma and Solano areas increased 95% between 1974 and 1978; however, during the same period, median household income increased by only 35%. The increased housing costs are compounded by the record mortgage rates and tight money. Another issue associated with the rising cost of housing is that higher income households are purchasing units that were formerly part of the supply of low and moderate income housing.

Rents range from a median of \$245 for a one bedroom apartment to \$450 for a three bedroom house. Because of a lack of return on investment, recent trends in housing construction are directed away from development of apartment units, and towards condominiums. This will increase the demand for rental units in the future and more than likely reduce the rental vacancy rate, which is currently 4%.

25% of the existing housing stock was built before 1939. General age of these units has led to deteriorating quality. The 1970 Census information indicated 5.5% of housing units within the City as missing plumbing or kitchen facilities. Within the older section of the City (the area within the 1950 City limits), a 1978 report revealed 36% of the structures are in need of minor repairs and 4% in need of major rehabilitation. As housing costs increase, less income may be available to rehabilitate and improve units which in turn can cause delayed maintenance and further deterioration.

Land use (May 1981) is as follows: Residential - 50%; Industrial - 14%; Commercial - 7%; Parks, Schools and Open Space - 7%; and, Vacant - 22%. By May 1981, 1,531 acres were developed and 429 acres were vacant. The land use designations for the vacant land are: Industrial - 176 acres; Commercial - 38 acres; and, Residential - 215 acres.

Within Sonoma County, Healdsburg plays an important role in the provision of housing. Development of housing continues as additional land is used to meet housing needs. However, due to the increased costs of land and development, the housing needs of the low and moderate income groups are not being met.



Vicinity Map

Figure 1

## FACT SHEET

Date of Incorporation: 1867  
Acreage within City Limits: 1,960 acres

### POPULATION PROFILE

1. Population:      Households: 7,122 (1980 Census)  
                         Total in Group Quarters: 95  
                         Projected 1985: 8,494
  
2. Age:              Median Age 32 years (1975 Special Census)  
                         Under 18 28.1%  
                         18-64 55.2%  
                         Over 65 16.7%
  
3. Minority Population: 10.5% Excludes those of Spanish origin (1980 Census)
  
4. Income:              1980 Sonoma County  
                         Median Family Income \$21,400
  
5. Median Length of Residence: 6-7 years (1975 Special Census)
  
6. Employment:              43% Agriculture  
                         17% Service  
                         15% Wholesale/Retail Trade  
                         7% Construction  
                         18% Other

## HOUSING CHARACTERISTICS

1. Total Occupied Dwelling Units: 2,838 (1980 Census)
  
2. Total Occupied Dwelling Units  
1985: 3,416
  
3. Type of Housing:

Single Family Units	58.8%
Duplex	8.6%
Multi-family	16.4%
PUD/Condominiums	13.2%
Mobile Homes	3.0%
  
4. Mean Household Size: 2.5 persons/household
  
5. Cost:

(1981 Survey) Median price  
of a three bedroom single  
family residence - \$96,950

Median price of a 2 bedroom  
condominium unit - \$76,000

Average rents:

1 bedroom	\$200-350
2 bedroom	\$150-500
3 bedroom	\$300-650
  
6. Vacancy Rate:

4% rental units (March 1981 Survey)  
1.2% owner units
  
7. Land Available for Development:

Residential	214 acres
Commercial	38 acres
Industrial	176 acres

## PRIORITIES FOR MEETING HOUSING NEEDS

1. People Living in Healdsburg
2. People Working in Healdsburg
3. Potential Residents and Employees

Within each of the above groups, priority should go to:

1. Very Low Income Households: defined by HUD as households with incomes 50% or less than the median income. As of July, 1980, the median income for a family of four was \$21,400. A very low income family of four has a \$10,700 annual income or less.
2. Low Income Households: defined by HUD as households with incomes 80% or less than the median income. As of July, 1980, a low income family of four has an annual income of \$17,120 or less.

## FOCUS OF ELEMENT

The Housing Element focuses on three major issue areas:

1. Adequate supply of housing concerns the need to provide a safe and sanitary dwelling of adequate size and acceptable cost for present and future City residents and for the various housing groups within the City.
2. Housing maintenance and preservation addresses the need to continue and improve the existing level of quality.
3. Sufficient distribution of housing by type, size, and cost relates to problems of discrimination based on race, sex, cultural origin, sexual preference, marital, or economic status. Landlord-tenant issues are also addressed in this section.





**ADEQUATE SUPPLY OF HOUSING  
FOR ALL GROUPS**



## COMMUNITY PROFILE

### A. Population

Healdsburg, as a rural and recreational community, has not changed very much in character since 1960. Dwelling units and population have been gradually increasing over the past fifty years. While the increase in population and dwelling units can fluctuate significantly between years, the average yearly rate of growth from one decade to the other varies slightly. Between 1970 and 1980, the population increased by 27.7% as shown in Figure 2.

Through the 1980's and 1990's the annual rate of population growth for the City is estimated by Sonoma County and the State Department of Finance to be between 2.9% and 3.4%, slowly decreasing to about 2.4% by the year 2000. The Community Development Plan proposed by the recently formed Redevelopment Agency is anticipated to have indirect effects on population growth. However, the overall annual growth rate is not expected to exceed 3.7% during the 1980's and 3.5% during the 1990's.

Figure 3 shows population, household, and employment projections from 1980 to 2000. These projections are also significant when analyzing new construction needs discussed in a subsequent section.

FIGURE 2  
SUMMARY OF POPULATION CHANGES IN  
HEALDSBURG'S POPULATION: 1910-1980

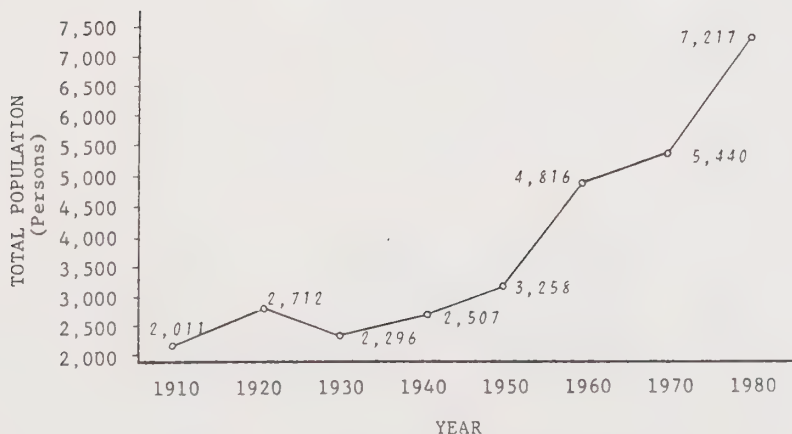


FIGURE 3

HEALDSBURG'S POPULATION AND HOUSEHOLD PROJECTIONS: 1980-2000

	Occupied Dwelling Units	Resident Population	Group Quarters	Total Population	Local Employment	Basic Employment	Total Employment
1980	2,838	7,122	95	7,217	1,979	925	2,904
1985	3,416	8,398	96	8,494	2,166	1,028	3,194
1990	4,279	10,711	97	10,808	2,360	1,125	3,485
1995	5,129	12,642	98	12,740	2,549	1,212	3,662
2000	5,954	14,436	99	14,535	2,724	1,285	4,009

Persons/Household

1980: 2.54  
 1985: 2.45  
 1990: 2.50  
 1995: 2.46  
 2000: 2.42

Incremental Growth 1980-1985

Units 578  
 Population 1,277  
 Employment 290

Source: 1980 Census, ABAG '79 Projections

Group quarters population, consisting of two nursing homes and a convent, is minimal. In 1975, the Special Census reported a group quarters population of 63. At the time of the 1980 census, this figure increased to 95 and is expected to remain somewhat constant.

Healdsburg's growth rate has been one of the lowest growth rates experienced by the cities of Sonoma County. Between 1970 and 1980, Sonoma County had a 46.3% increase in population with a 1980 population of 204,885. Net migration ("in" migration minus "out" migration) is the most significant factor in Sonoma County's phenomenal population growth. Over 75% of the population growth between 1970 and 1975 resulted from net migration. Healdsburg is similar to Sonoma County in this respect. Information from the 1975 Special Census indicated 39% of the respondents were in-migrants. The County's in-migrants have a slightly higher percentage of ethnic minorities, a slightly higher income and a distinctly different age distribution in that they tend to be childless individuals in the 25-34 years age group. Healdsburg's in-migrants are most likely similar to the County's.

#### B. Age Distribution

The age profile of Healdsburg's population has shifted gradually between the years 1970 and 1975 as shown in Figure 4. The under 18 years old population decreased while the 18-64 years age group and the over 65 years age group increased. In 1975, the median age of Healdsburg residents was 32 years.

FIGURE 4

#### DISTRIBUTION OF POPULATION BY AGE GROUP

Year	0-17	18-64	65+
1970	32.5	51.2	16.3
1975	28.1	55.2	16.7

Sources: 1970 U.S. Census and 1975 Special Census, State Department of Finance.

Compared with Sonoma County in 1975, Healdsburg had about the same percent of its population in the under 18 years of age group, while there were slight percentages of difference between the two jurisdictions in the other age categories. The County had a greater proportion of its population (58%) in the 18-64 years age group and a lesser proportion (13%) in the over 65 years age group.

Age distribution trends in Healdsburg are significant since they affect the housing market. The declining number of young children can indicate a change in the types of housing units sought. Childless adults tend to have a higher combined income and prefer a high amenity lifestyle, increasing the demand for condominiums or units in planned unit developments. The growing elderly population creates a demand for units with common recreation facilities and easy access to commercial, medical, and transportation facilities. This growth in the elderly population becomes more apparent when looking at the 1960 census in which the over 65 years Healdsburg population comprised only 12% of the total. Because of the inflationary pressures on the housing market, the elderly on fixed incomes have an extra disadvantage.

#### C. Length of Residence

Healdsburg has a relatively stable population with 53% of its 1975 population remaining in the same household for over five years. The average length of residence is 7-8 years.

The low income of the residents restricts their mobility. Other economic factors can also affect mobility. For example, higher interest rates and the shortage of loan money can reduce sales and new home construction and are contributing factors in inhibiting a population's ability to move.

#### D. Occupation and Place of Employment

Healdsburg is a community in which the population lives and works. The community is composed primarily of persons employed in agriculture. In 1975 68% of the primary workers worked within the City and 32% commuted to other areas. The principal commute was to the City of Santa Rosa which is 12 miles south of Healdsburg. Most households (71%) reported only one wage earner and of those households that have secondary wage earners, 50% were employed in Healdsburg as clerical or kindred workers.

As of 1980, total employment was estimated to be 2,904 with a local serving employment of 1,979 and a basic employment of 925. Total employment figures include all employed residents at their primary place of work. The existing economic base of the community is industry, agriculture and tourism. With the exception of the wine industry, which is predominant throughout Sonoma County, there has been minimal

industrial and commercial development within the community in recent years. High market interest rates have influenced the economic climate. Growth related to the wine industry (increased production, sales, and tourism) will be one of the major causes of future development. The recently formed Redevelopment Agency for the City of Healdsburg is anticipated to improve and increase commercial and industrial investment within the City.

During the harvest season, Healdsburg and the surrounding areas have an influx of migrant farm workers. Likewise, some of the City's population is seasonally employed being dependent on the harvest season and other seasonal industries in town. Migrant workers generally live on the farms in the unincorporated areas outside the town.

The extent to which the existing housing supply meets the needs of those presently employed in Healdsburg cannot be assessed from the data presented. The increased commercial and industrial growth planned for the center of town is likely to increase the ratio of "resident-employees" to commuters since one of the principal objectives of the redevelopment plan is to create jobs for the residents, while the agricultural lands on the outskirts will not be affected by the new development.

#### E. Ethnic Distribution

Healdsburg's population is predominantly Caucasian. However, the percentage of minorities has been rising gradually over the past ten years. The greatest increase is in the Mexican-American community where the population of Spanish origin increased from 6.5% in 1975 to 14.3% in 1980. Figure 5 shows the changes in ethnic characteristics between 1970 and 1980.

FIGURE 5

#### ETHNIC DISTRIBUTION OF POPULATION

<u>ETHNICITY</u>	<u>PERCENT OF TOTAL</u>	
	<u>1970</u>	<u>1980</u>
White *	96.5	84.5
Black		.002
American Indian		1.1
Asian & Pacific Islander		.7
Other	<u>3.4</u>	<u>8.7</u>
Spanish Origin . . . . .		14.0%
* Including those of Spanish origin		

Sources: 1970 and 1980 U.S. Census

Sonoma County reported 89% of its 1975 County population was white and this percentage corresponded exactly with the Caucasian percentage of the County population receiving social services assistance (Aid for Dependent Children, Social Security, Medi-Cal and food stamps). The ethnic composition of low and moderate income households in Healdsburg is uncertain, but most likely is similar to the ethnic composition of the total population.

## HOUSING CHARACTERISTICS

### A. Total Households

From 1970 to 1980, Healdsburg experienced a 45.7% increase in housing units. Average household size decreased from 2.7 persons per unit in 1970 to 2.5 in 1980. Figure 6 shows the changes in housing characteristics.

FIGURE 6

#### HOUSING CHARACTERISTICS: 1970-1980

	<u>1970</u>	<u>YEAR</u> <u>1975</u>	<u>1980</u>
Housing Units	2,049	2,553	2,985
Vacancy Rate	5.8%	8.3%	4.9%
Households	1,931	2,341	2,838
Average Persons per Household	2.7	2.6	2.5

Sources: 1970 and 1980 U.S. Census and 1975 Special Census, State Department of Finance

### B. Elderly and Female Household Heads

There is no current data on the number of elderly and female household heads in Healdsburg. It is likely these two groups have special needs. Information from the Sonoma County Housing Authority indicates that of the 32 households receiving Section 8 existing housing certificates, 23 (72%) are female household heads and 17 (74%) of the female household heads are elderly. Sonoma County reported persons over 65 years of age comprised 13% of the 1970 population and 22% of the poverty level population. In Sonoma County's 1981 Housing Assistance Plan, 23% of the total low income households requiring assistance were elderly. When compared to Sonoma County, this percentage of need for Healdsburg's elderly population should be slightly higher since Healdsburg has both a larger elderly population and a lower income population.

### C. Overcrowded Households

In 1970, 6.6% of Healdsburg's households were overcrowded while the overcrowding for Sonoma County in 1975 was 5.9%. The most notable

problems for overcrowding in the County involve farm labor housing, homes built for seasonal occupancy but now permanently occupied and auto courts occupied by permanent residents. Overcrowding is more prevalent in the rural unincorporated areas than the cities.

#### D. Income Distribution

As a rural community, the median income in Healdsburg is lower than the state median and also lower than much of Sonoma County. This is partially a result of the number of seasonal jobs and the low wages paid for year round labor. In 1975 Healdsburg's median family income was \$11,824 and in 1976 it was \$13,462. Median household income in 1976 was \$9,176. The 1975 Special Census indicated 47.2% of the community's households had incomes 80% or below the County median and would be classified as low income

Figure 7 shows the household income distribution from the 1975 Census. During this same period, the County median household income was \$10,500 and 60.8% of the County's households were classified at that time as low income.

Specific figures regarding current average household and family income for Healdsburg are unavailable. Sonoma County's 1980 median income for a family of four is estimated to be \$21,400, a 101.3% increase over the 1970 median income.

FIGURE 7

#### 1975 INCOME LEVELS OF HEALDSBURG HOUSEHOLDS

<u>Income Level</u>	<u>Percent of Household</u>
Very Low income . . . . . (50% of median)	35.5%
Low Income . . . . . (80% of median)	11.7%
Moderate Income . . . . . (80% - 120% of median)	12.0%
Middle and Upper Income . . . . . (over 120% of median)	40.8%

Source: 1975 Special Census, State Department of Finance

The classifications of very low, low and moderate income are used by the Federal Government to allocate eligibility for housing assistance

programs. These are estimated as income groupings and must be adjusted for family size. The Sonoma County definitions of low and very low income by family size as of July 30, 1980 are shown in Figure 8.

FIGURE 8

LOW AND VERY LOW INCOMES BY FAMILY SIZE IN SONOMA COUNTY AS OF JULY 30, 1980

Family Size:	1	2	3	4	5	6	7	8
Low Income:	\$12,000	\$13,700	\$15,400	\$17,100	\$18,200	\$19,250	\$20,350	\$21,400
Very Low Income:	\$ 6,500	\$ 7,450	\$ 8,350	\$ 9,300	\$10,050	\$10,800	\$11,550	\$12,300

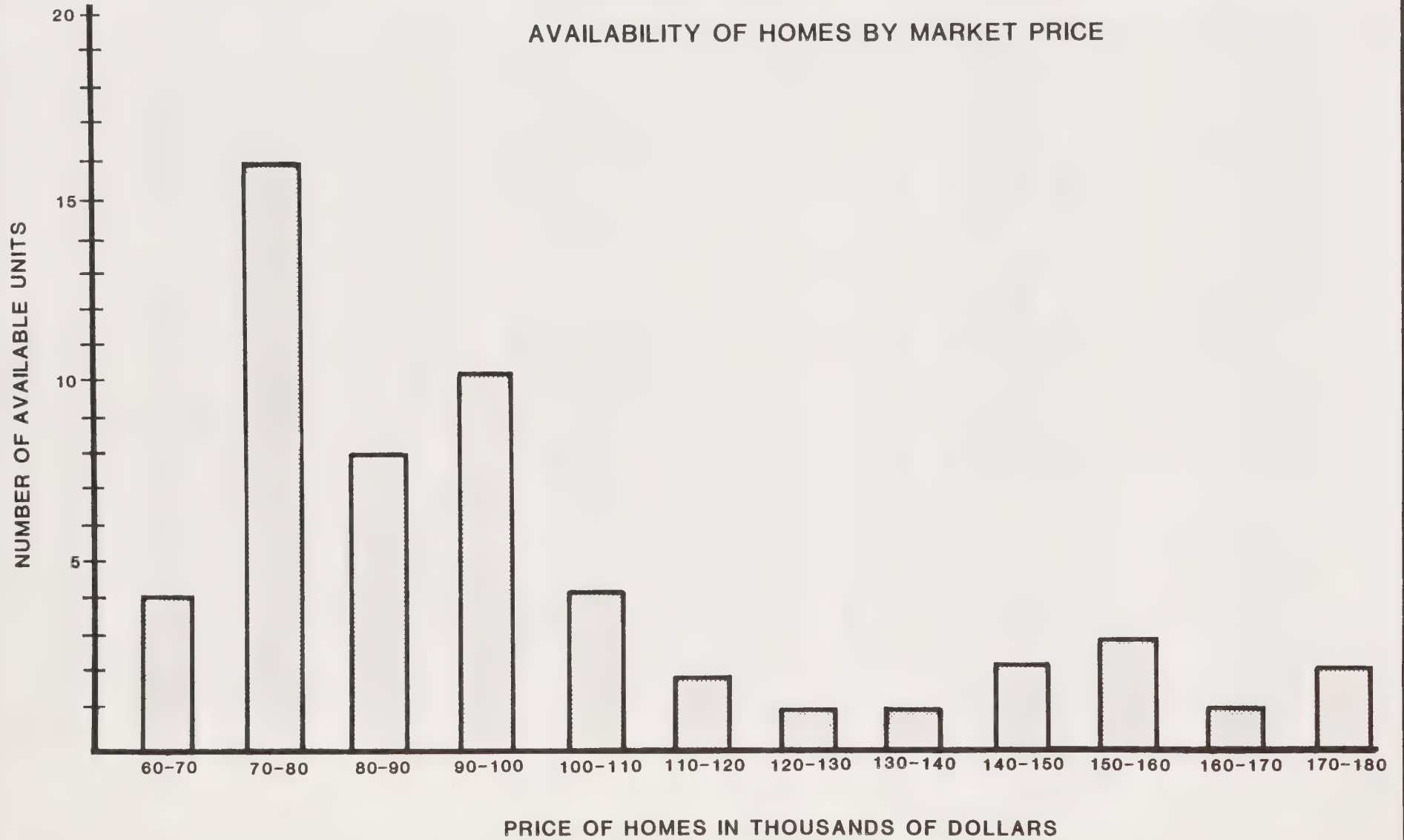
#### E. Housing Costs

Providing adequate housing for a variety of income groups has become an increasingly difficult goal to achieve. Housing costs have significantly escalated during the past few years because of higher construction costs, speculation, inflation, higher mortgage rates, and the decreasing supply of vacant developable land. The formerly exclusive \$90,000 sales price is now the normal transaction, accounting for 43.6% of existing sales of single family homes in California during 1979 according to the California Association of Realtors. From 1976-1980, the Real Estate Research Council of Northern California reported the average sales price of a new single family residence in the San Francisco Bay Area increased 123.6% from \$53,846 to \$120,411. Because of increasing costs, low and moderate income families are being priced out of the ownership housing market and shifted into the rental market.

Housing costs in Healdsburg are not as high as the average California home and are slightly lower than the County average. In 1975 the majority of homes in the community (63%) were selling between \$25,000 and \$40,000. One year later (1976) the majority of the homes sold between \$30,000 - \$50,000 and by 1977 over 9% of the homes sold in Healdsburg were of a price greater than \$60,000. A survey of market prices in the City of Healdsburg conducted in June 1981, reveals that the median price of a vacant land parcel 1/3 to 1/2 acre is \$55,440. The median price of a two bedroom condominium unit is \$76,000, and the median price of a three bedroom single family residence is \$96,950. Figure 9 shows the Availability of Homes by Market Price. Double digit inflation rates have dramatically increased the costs of housing, both owner and rental. However, there is still affordable rental housing for low and moderate income households in Healdsburg.

# HEALDSBURG MARKET SURVEY (June 1981)

## AVAILABILITY OF HOMES BY MARKET PRICE



In contrast to rental housing, the Healdsburg single family home market appears to be operating well only for the middle and upper income groups. Home prices far exceed the financial capability of lower and moderate income groups. Our ability to produce housing for low and moderate income households will depend, in the future, predominantly upon the construction of multifamily units.

In 1975, 51% of the renters in Healdsburg were paying \$149 or less a month, 41% were paying between \$150-250 and 8% were paying in excess of \$250 a month. By 1981, a survey of housing costs of rental units revealed no units for rent under \$150 per month. The median rents for one, two and three bedroom units were \$245, \$300 and \$450 per month respectively. Figure 10 shows the housing costs of rental units as of June, 1981. The current low vacancy rate (4%) for rental units, combined with the lack of any new planned rental housing starts serves to tighten the rental market and can cause rents to increase further.

FIGURE 10

HOUSING COSTS OF RENTAL UNITS: JUNE 1981

Bedrooms

Price Range - \$	1	2	3	4
150 - 199		1		
200 - 249	7	16		
250 - 299	1	25		
300 - 349	2	8	2	
350 - 399		22	1	
400 - 449		9	2	
450 - 499		2	2	
549 - 599			2	
600 - 649			2	
TOTALS	10	83	11	

Median Rents:      1 bedroom      \$ 200-\$350      \$ 245 median  
                          2 bedroom      \$ 150-\$500      \$ 300 median  
                          3 bedroom      \$ 300-\$650      \$ 450 median

Source: Healdsburg Planning Staff Survey, June 1981

Using the assumption that 25% of gross income should be spent on housing and the housing purchase price should be no more than 2.5 times the gross annual income, Figure 11 indicates the "affordable" cost of housing for the various income groups. Because of high costs, lenders will now accept a ratio of 3.2 times a household's income.

FIGURE 11  
AFFORDABLE HOUSING COSTS

<u>% of Median</u>	<u>Income</u>	<u>Purchase Price</u>	<u>Rent</u>
120%	\$ 25,680	\$64,200	\$ 535
100%	21,400	53,500	446
80%	17,120	42,800	357
50%	10,700	26,750	267

Source: Healdsburg Planning Staff Survey

A comparison of income and market figures indicate, as previously stated, that the rental market has been working relatively well at the present time in providing affordable housing for all economic segments of the community. However, new construction of multifamily rental units has severely diminished in recent years, and the need to preserve and enhance the rental stock appears critical to the needs of lower income groups.

## HOUSEHOLD CHARACTERISTICS

### A. Age and Type

Although a change in the type of unit that future Healdsburg residents will seek can be anticipated by the changes in age structure of the present population, 75.5% of all housing units in 1975 were single family; 13.4% were duplex 2-4 units; 7.4% were multifamily 2.6% were mobile homes; and, 1.1% were unspecified. Figure 12 shows population by dwelling unit.

FIGURE 12

#### 1975 POPULATION BY DWELLING UNIT\*

	<u>SF</u>	<u>DUPLEX</u>	<u>MF(5+)</u>	<u>MOBILE HM.</u>	<u>MISC.</u>	<u>TOTAL**</u>
	<u>4,960</u>	<u>649</u>	<u>345</u>	<u>90</u>	<u>59</u>	<u>6,103</u>
	1,791/1,927	294/342	170/190	66/66	20/28	2,341/2,553
Vacancy Rate	7.1%	14.0%	10.5%		28.6%	8.3%
Average Household Size	2.8	2.2	2.0	1.4	2.9	2.6

\* KEY:  $\frac{\text{POPULATION}}{\text{Occupied Dwelling Units/Total Dwelling Units}}$

\*\* Total excludes group quarters

Source: 1975 Special Census, State Department of Finance

Projections of future housing demand by type of unit, based on household income and construction costs, indicate that if housing affordable to the entire spectrum of economic groups is to be made available, the supply of mobile homes and multifamily units must increase in amount and percent of the total housing stock. Healdsburg currently has three mobile home parks containing approximately 90 mobile homes. Formerly, there were some restrictions as to the locations of mobile homes or other types of factory-built housing. However, the ordinance is currently being revised to reflect recent changes in state legislation. The Housing Needs Section of this element discusses new construction needs in greater detail.

In 1980 about 55% of the housing units were over 20 years old. This figure is somewhat comparable to Sonoma County, where 50% of the 1975 units were 25 years or older. Figure 13 shows the age of the City's housing units. Housing Conditions are discussed in Section IV.

FIGURE 13

AGE OF HOUSING UNITS

AGE	NUMBER	PERCENT
1939 or earlier	741	25%
1940 to 1949	344	12%
1950 to 1959	530	18%
1960 to 1969	434	14%
1970 to 1980	936	31%

Source: Healdsburg Planning Staff Survey, May 1981.

B. Owner Renter Distribution

The 1975 Special Census indicated that the majority of housing units (52.7%) were owner-occupied. During the same period, 61% of Sonoma County's housing units were owner-occupied. Because of increasing housing costs, it can be estimated that the current percentage of renter-occupied housing units within the community will be higher than the 1975 percent which was 47.3%

### C. Vacancy Rate

The vacancy rates for single and multiple family housing units are decreasing. In the mid-seventies, the vacancy rate was 8.3%, which was, in part, the result of vacation or second homes located within the town. The 1980 Census reported an overall vacancy rate of 4.9%. This is similar to a recent vacancy survey conducted by the City in March, 1981 which revealed a 4.0% vacancy rate for rental units and a 1.2% vacancy for owner units. The percentage of these vacancies that are actually available for sale or for rent is unknown. However, many local realtors have indicated a high demand for rental units which suggests a very competitive rental market. The State Department of Housing and Community Development's Sources of Data for Housing Elements reports that a 4% overall vacancy rate or a 2% owner and 5% rental unit vacancy rate is one which represents an adequate choice in the housing market. The current vacancy rates indicate that choice exists but is limited.

The low vacancy rate is even more significant when taking into account the lack of rental housing starts. This situation is prevalent in Sonoma County where rental housing construction peaked in 1973 and since then has shown a relative decline. Other than duplexes, there have been no conventional rental apartments constructed in Healdsburg since 1979. At present, there are approximately 700 apartment units in the City, about 25% of the total 2,838 dwelling units reported in 1980.

In recent years, multiple family construction has been concentrated in the more profitable townhouse or condominium categories. The impacts of this situation are discussed in the Housing Needs section.

## HOUSING NEEDS

### A. Affordability

While housing costs in the single family home market have increased dramatically, household incomes have not increased as rapidly. The average market price of homes in the Sonoma, Marin, Napa and Solano area increased from \$46,300 in 1974 to \$89,000 in 1978, an increase of 95%. During the same time frame, median household income increased by only 35%.

There is no data available to show the number of low income households in Healdsburg that pay more than 25% of their gross annual household income for housing. However, affordability can be estimated to be comparable to the overall County averages, in which approximately 30% of Sonoma County households with incomes 80% of the County median, pay more than 25% of their incomes for housing. This percentage will be used for Healdsburg when estimating unmet need. Most of the low income overpaying households are renters. In 1970, the median income of Sonoma County renters was 52% of the owner-occupant's median income. The County estimates that most of the low income owner-occupants overpaying are elderly. By 1975, it was estimated that 24% of the County's households could not have entered the housing market without paying more than 25% of their gross incomes for housing.

### B. Market Constraints

Market constraints, which significantly affect the cost of housing, are important factors to take into account when discussing affordable housing. A June 1980 report prepared by the Real Estate Research Council of Northern California states that escalating land prices, construction costs and high interest rates are the major contributors to the increased cost of housing in the San Francisco Bay Area. From 1976 to 1980 residential lot values increased 142.9% from \$16,792 to \$40,795, residential construction costs increased 47.9% from \$25.34 per square foot to \$37.48 per square foot, and interest rates increased from 7% in 1970 to over 16% in 1980. In June, 1981, local Healdsburg developers reported the cost of land suitable for residential development is approaching \$100,000 per acre. The cost of public improvements depending on individual subdivisions may approach \$20,000 per lot at the present time.

Meeting the housing needs of Healdsburg residents and potential residents requires mitigating or overcoming several constraints such as the high and continually escalating land and development costs and low vacancy

rates plus the lack of new rental construction. The impact of land costs and low vacancy rates severely affects low income households. These market constraints have been partially mitigated by local governmental actions. The City has attempted to preserve the existing supply of rental apartments through the recently adopted Condominium Conversion Policy which prohibits conversion of apartment units when rental vacancy rates are below 7%. Before the policy was adopted a conversion of 28 units was approved when the developer agreed to provide low-income housing at market prices of \$40,000 to \$45,000 with discounted prices offered to the existing tenants.

Also, the March, 1981 Density Increase Criteria policy is intended to address the needs of low income groups. Developers are given a 25% density increase above what is shown on the land use map and other bonus incentives such as the exemption from local ordinances which may cause an indirect increase in the cost of housing to be developed. This policy was designed to encourage the production of rental housing and more affordable ownership housing. See Appendix B.

#### C. Government Constraints

##### 1. Land Use and Development Controls

Healdsburg's development regulations allow for flexible development standards to permit affordable housing and the existing vacant land can accommodate this housing. The "analysis of vacant land" section of this element indicates the holding capacity of the vacant parcels. The Density Increase Criteria Policy, discussed previously, permits a 25% density increase and other exemptions from land use controls, in order to provide affordable housing. Staff is presently developing procedures for implementation of this policy.

##### 2. Service and Facility Infrastructure

Healdsburg, unlike most Sonoma County communities, provides its own water, fire, police, sewage treatment, and electricity to all residents and businesses within the City. Limited infrastructure for the provision of these and other public services may also restrict the housing market. Deficiencies that have been identified involve the sanitary sewer collection and treatment facilities, the City's primary drainage system, and fire protection for new developments in north Healdsburg. These deficiencies inhibit commercial and industrial development, but have only limited effects on residential development which can occur without the planned improvements. The City of Healdsburg has recently formulated a Community Redevelopment Agency to address the constraints of public facilities on future developments. The first property tax increment monies will be received in December, 1982. Infrastructure improvements will be made after 1982.

### 3. Permit Approval Process

Development review also affects housing costs. Because of interest rates and inflation, the longer it takes for a development proposal to be approved, the higher the development costs. A large scale residential project with 100± units can take nine to twelve months between the time the initial application is filed to when the project is approved. Prior to beginning residential development in Healdsburg, an application must be submitted to the Planning Department and must be approved by the Planning Commission and the City Council before filing for a building permit. Processing time varies based on the size of the project and the extent of environmental review required. Planning fees required are comparable in cost to other Sonoma County cities and reflect post Proposition 13 needs. The fees are variable and total approximately \$600-\$700 for a 1,500 square foot home.

### 4. Article 34

Article 34 of the California Constitution requires a positive vote of the electorate in order to allow the construction of low cost public owned, developed, or financed housing. A referendum such as this has never been proposed and/or submitted to the Healdsburg electorate. Without referendum authority, a Housing Authority can still participate in various federal and state programs that promote low and moderate income housing programs but is unable to utilize HUD's low rent Public Housing Program that provides for public owned rental housing. Also, without referendum authority, the City cannot use tax exempt financing for more than 49 percent of the units in a project which is privately owned and developed.

### D. Definition of Need

Housing need is defined in several ways. The Federal Department of Housing and Urban Development (HUD) defines households in need as households with incomes below 80 percent of the County median with one or more of the following characteristics:

1. Overcrowding - Families with more than 1 person per room are considered to be living in overcrowded conditions. The 1970 Census indicated that 6.6% of the units in Healdsburg were overcrowded. 4.7% had 1.01 to 1.50 persons per room and 1.9% had 1.51 or more persons per room. This figure may increase as more families decide to share housing in order to afford it.
2. Substandard Housing - The 1970 Census classified substandard housing units as lacking some or all plumbing and lacking complete kitchen facilities. In 1970 only 3.4% of Healdsburg's housing

units were lacking some or all plumbing facilities and 2% did not have complete kitchen facilities.

3. Overpayment - Households paying more than 25% of their income in rent are considered to be living in housing that is too expensive. Due to the existing costs of housing, more families are paying over 25% of their income for rent. It is estimated that 30% of the low income households paid more than 25% of their income for rent.
4. Special needs - These are households having special needs that should be recognized. These households for Healdsburg include the elderly and female household heads.

Using these definitions and extrapolating data from the 1970 Census and 1975 Special Census, Healdsburg has approximately 30% of its households with incomes less than 80% of the County median that pay more than 25% of their gross incomes for rent. This percentage will be used in the following section which discusses the fair share allocation process.

#### E. The Fair Share Allocation Process

##### 1. Definition

California planning law [Government Code Section 65302 (C)] requires each community to make adequate provision for the housing needs of all economic segments of the community. The State defines local responsibility to the community to be measured in terms of the housing needs not only of the resident population but also of a "fair share" of the households that might reasonably be expected to live within the locality if a variety and choice of housing appropriate to their needs were available. The private market mechanism can better provide for the housing needs of market rate households. A fair share allocation plan was developed by HCD for Sonoma County as an entity distinct from the San Francisco Bay Area housing market.

##### 2. Data Limitations

In estimating a fair share allocation for Healdsburg, various limitations related to the data were encountered. For example, HCD defines "need" as households with incomes of 80 percent or less of the regional median; however, the available data uses family income rather than household income. Household size is not reflected, so the effect of household size on need has not been considered. The income figures are based on 1970 data, so the income distributions are somewhat out of date. These limitations are not crucial since the primary purpose of HCD's fair share allocation is distributive in that Healdsburg's responsibilities are defined in terms of the overall housing market area. The 1980 Census information, when it is available, can update this data.

### 3. Healdsburg's Fair Share

The fair share model developed by HCD for Sonoma County is based on the assumption that all localities should share equally in the pursuit of decent, affordable housing for all. This assumption refers to a "same share" approach in which each jurisdiction is assigned responsibility for responding to the housing needs of a proportional share of the area's non-market rate households. While the "same share" approach accommodates equity considerations, it does not take into account existing housing opportunities or the relationship between jobs and housing. Existing housing opportunity refers to jurisdictions with a housing market that is more responsible to low income households. Therefore, HCD modified the allocation for each jurisdiction by a +3% to a -3% factor to take into account existing housing and employment opportunities. Healdsburg, in relation to other Sonoma County cities, has a higher percentage of existing low cost housing and employment opportunities as seen in Figure 14.

FIGURE 14

#### FAIR SHARE ALLOCATION FOR HEALDSBURG

I	II	III	IV	V
<u>Existing Housing Low Cost</u>	<u>Available Jobs</u>	<u>Existing Non-Market Rate</u>	<u>Allocation</u>	<u>Adjusted Allocation</u>
+ 3	+ 3	47.9%	42%	42%

In general, according to Sonoma County, where a jurisdiction's existing percentage of non-market rate households (Column III) is higher than the adjusted allocation figure (Column V), that jurisdiction's prime concern should be to meet the housing needs of its own low and moderate-income residents. Where, however, the adjusted allocation figure is higher than the existing non-market rate figure, that jurisdiction should attempt to provide housing for both its own residents and some proportion of other low and moderate-income residents of the County. Based on this information, Healdsburg should primarily attempt to meet the housing needs of its own low and moderate income residents.

The adjusted allocation of 42% is the percentage that should be applied to the 3,416 total projected dwelling units for 1985. This procedure would define Healdsburg's fair share allocation of low income households for 1985 to be 1,435 (HH) units. This figure includes both met and unmet needs. Fair share need is met to the extent the existing supply provides decent housing to non-market rate households. Healdsburg's program effort will address unmet need only. Using the previously described HUD criteria to define housing need and applying the County unmet need percentage (30%), Healdsburg's 1985 unmet need is 1,205 households. This figure was obtained by multiplying 30% times the number of 1985 households. The 1985 unmet need takes into account the HCD fair share allocation for Healdsburg (42%), the projected number of 1985 households (3,416), and the percent of low income families (30%), experiencing unmet needs. Using these definitions there will be 1,205 non-market rate households (dwelling units) by 1985 that have an unmet need. These numbers are further divided into the following categories in Figure 15.

FIGURE 15  
HOUSEHOLDS\* IN NEED OF HOUSING ASSISTANCE IN 1985  
AS DEFINED BY THE FAIR SHARE ALLOCATION  
DEVELOPED BY HCD

Elderly	277	(23%)
Families (4 or less)	675	(56%)
Large Families (5 or more)	<u>253</u>	<u>(21%)</u>
	1,205	

\* These figures were obtained by using percentages that represent the 1981 County averages for non-market rate households in each of the three categories.

Current market and government constraints make it impossible to provide for an unmet need of 1,205 non-market rate households by 1985. However, this figure allows for the establishment of annual targets to meet local housing needs. An appropriate target for Healdsburg to address its needs would be in the 5% range. This would also satisfy the HUD description of the minimal goals to be established in a Housing Assistance Plan. Figure 16 shows need

satisfaction targets for Healdsburg. Similar to HUD goals, the HCD fair share allocation process for this area requires a 5% annual target with 15% of the unmet need reached after 3 years.

FIGURE 16

NEED SATISFACTION TARGETS FOR HEALDSBURG AS DEFINED BY THE  
FAIR SHARE ALLOCATION DEVELOPED BY HCD: 1981-1985

<u>1985 FAIR SHARE ALLOCATION</u>	<u>1985 UNMET NEED</u>	<u>25% by 1985</u>	<u>5% ANNUAL TARGET</u>
3,416 Dwelling Units	1,205 Dwelling Units	300 Dwelling Units	60 Dwelling Units

F. New Construction and Analysis of Vacant Land

1. New Construction

Population, household, and employment projections are estimated for 1985 and at 5 year intervals to the year 2,000, which are tabulated in Figure 3. The 1985 population is estimated at 8,494 with a total employment of 3,194 and a total of 3,416 dwelling units. This projection indicates a 5 year growth of 578 dwelling units, 1,277 persons, and 290 jobs. Using these figures and assuming an ideal vacancy rate of 6%, the 5 year projected new construction need is 613 housing units.

In addressing the 5 year projected new construction need, an inventory of all vacant land was conducted in order to determine the capacity of the City to provide adequate sites for all economic segments of the community. This topic will be covered in the following section. To meet the 5 year new construction need, Healdsburg would have to built out approximately 50% of its vacant residential land. Beyond 1985, Healdsburg can consider other options to create the housing, if necessary, to accommodate the projected population increase. For example, the City can expand to its ten and twenty year urban expansion lines. Also, the Redevelopment Agency established a 49 unit per acre maximum for residential development within the project area. Even without

reaching that density, which is significantly higher than existing citywide densities, multiple family housing could be developed within the project area at higher densities than presently exist.

## 2. Analysis of Vacant Land

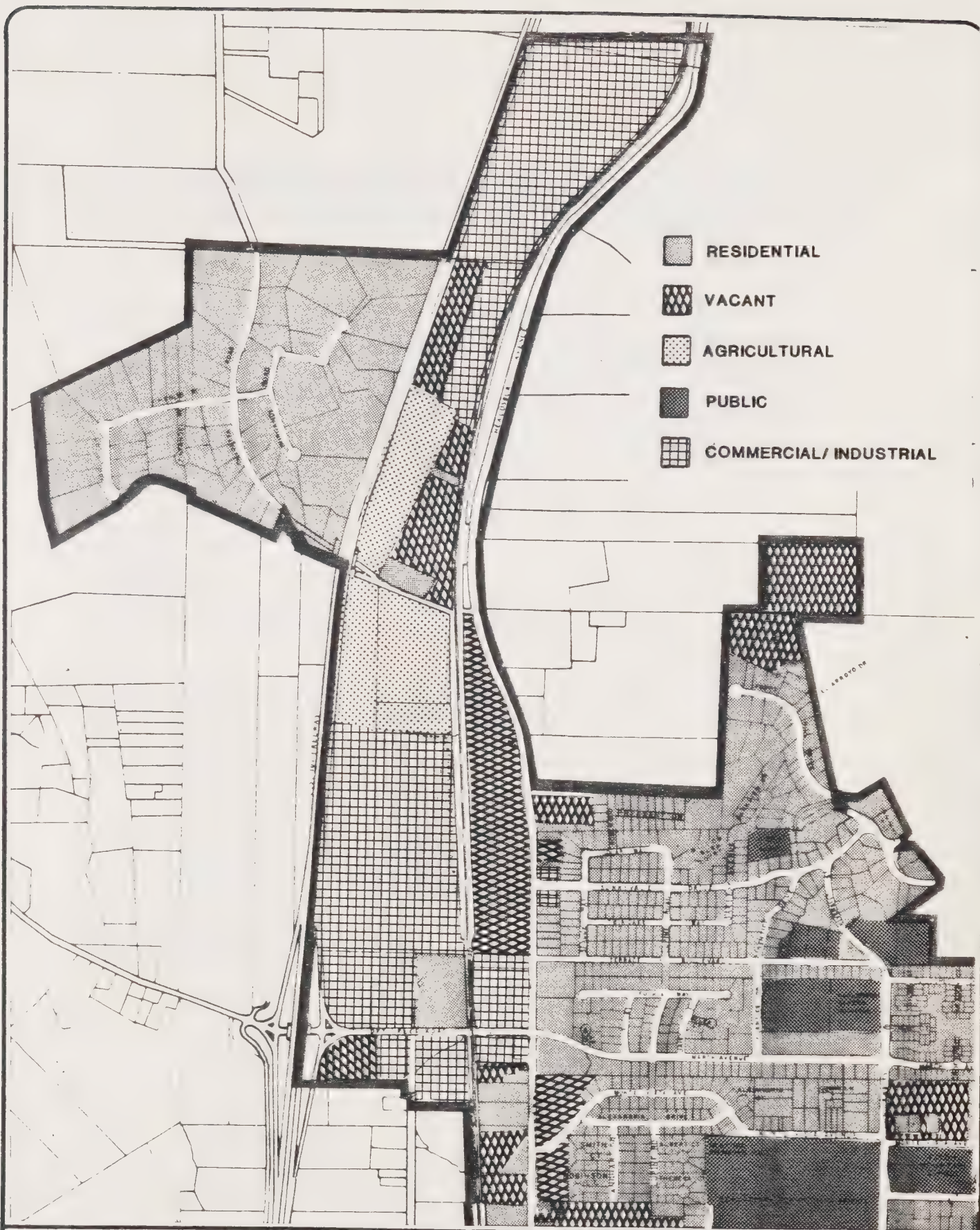
The identification of needs and constraints associated with the development of low income housing would be incomplete without the analysis of land available for the development of this housing. The evaluation of sites is also necessary to: encourage such development; aid in making decisions on specific plans or development proposals; and provide for the incorporation of these sites into the General Plan, allowing for rezoning when appropriate.

Figures 17 a, b, c, and d and 18 show the existing land use and land use designations for vacant acreage.

There are approximately 429 acres of vacant land in Healdsburg of which 50% is designated for residential use, 41% industrial, and 9% commercial. In addition the City owns approximately 11 acres of vacant land that is designated for recreational use.






All vacant or underutilized residential lands and vacant commercial/industrial lands that are suitable for residential development were inventoried and the maximum allowable densities were applied as shown in Figure 19. The densities are represented as a range of units in accordance with the policy of the Healdsburg General Plan. Projections also indicate the number of additional units that would be created by the 25% density bonus.

An analysis of vacant residential lands indicates a total of 215 acres with potential at ultimate build-out to accommodate 463 to 1,276 housing units at the present density. An additional 481 low and moderate income units may be provided for with a 25% density bonus. Five year projections are estimated at 50% build-out to accommodate 229 to 612 housing units. With 75% build-out this figure would increase to 346 to 904 dwelling units.



EXISTING LAND USE - NORTHWEST HEALDSBURG

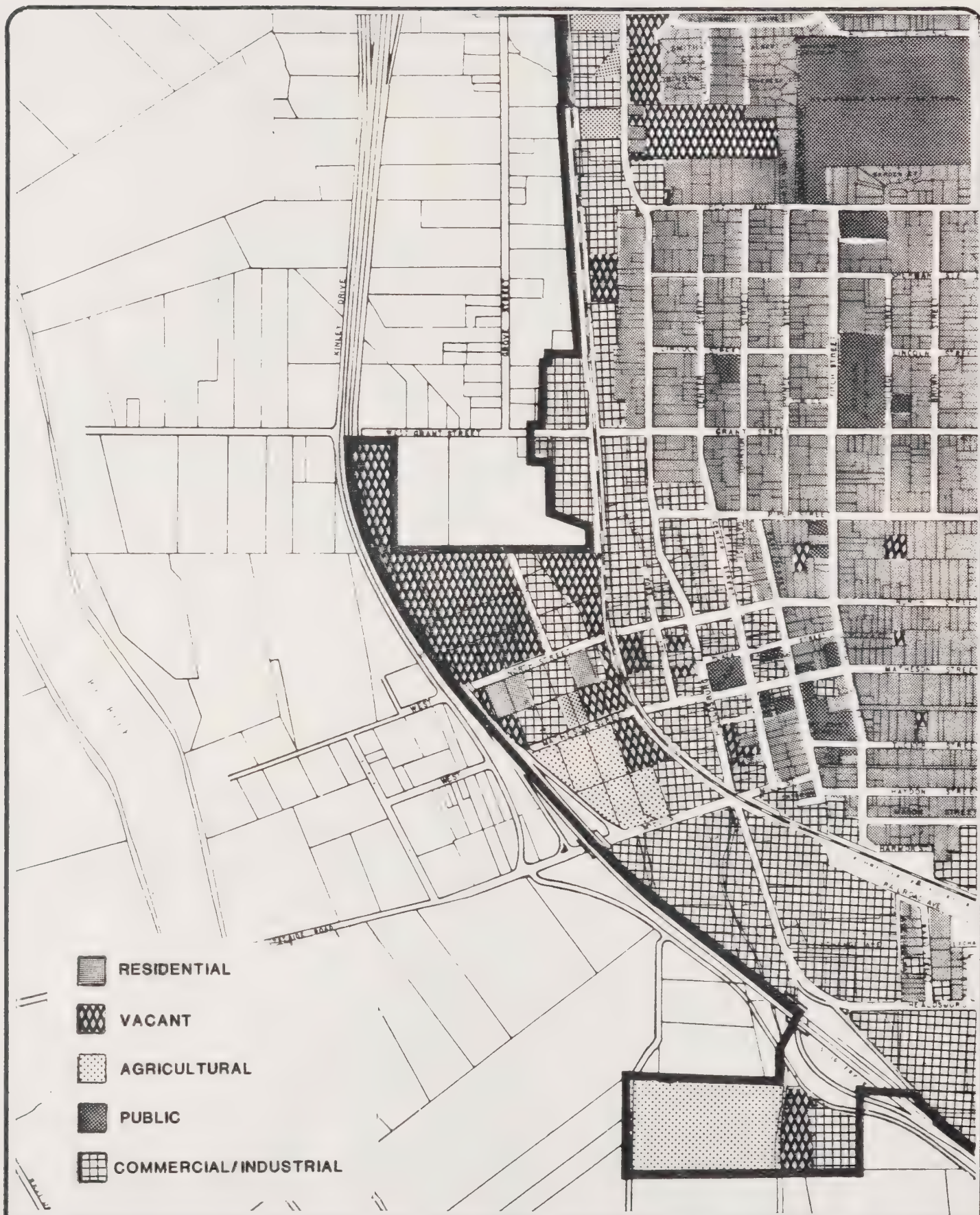
Figure 17-a

-  RESIDENTIAL
-  VACANT
-  AGRICULTURAL
-  PUBLIC
-  COMMERCIAL/ INDUSTRIAL



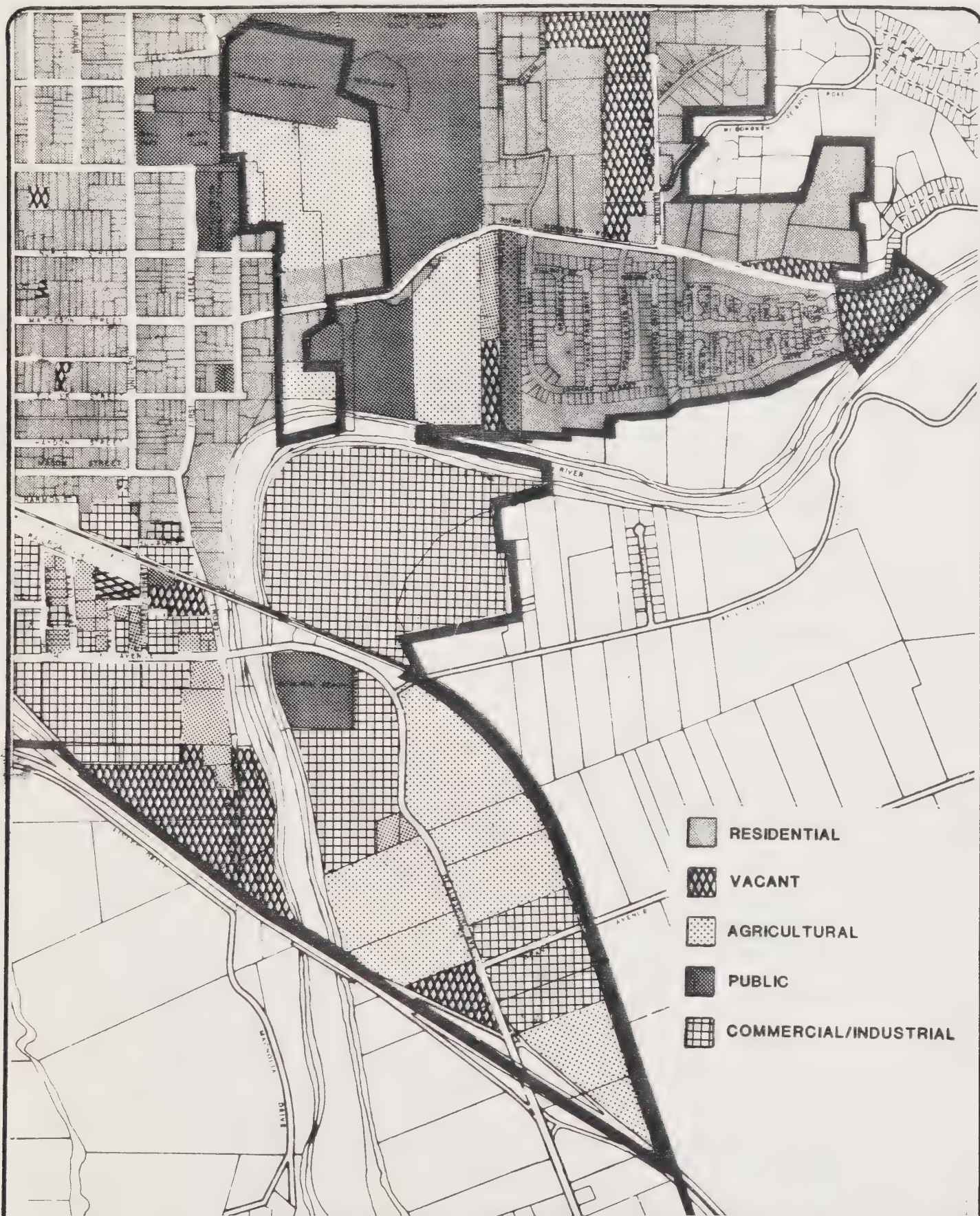
EXISTING LAND USE - NORTHEAST HEALDSBURG

Figure 17-b



EXISTING LAND USE - SOUTHWEST HEALDSBURG

Figure 17-c



EXISTING LAND USE -SOUTHEAST HEALDSBURG

Figure 17-d

FIGURE 18

LAND USE SURVEY: 1981

Existing Land Use

<u>Land Use</u>	<u>Acreage</u>	<u>Percent of Total</u>
Residential	980	50 %
Commercial	138	7 %
Industrial	276	14 %
Parks, Schools, Open Space	137	7 %
Vacant Land	<u>429</u>	<u>22 %</u>
TOTALS	1,960	100 %

Vacant Land

<u>Land Use Designation</u>	<u>Acreage</u>	<u>Percent of Total</u>
Residential	215 (Total)	50 %
Low Density (72%)	155	
Medium Density (20%)	43	
High Density (8%)	17	
Commercial	38	9 %
Industrial	<u>176</u>	<u>41 %</u>
TOTALS	429	100 %

City Owned Property                      14.29 acres

Source: Healdsburg Planning Staff Survey, May 1981

FIGURE 19  
PROVISION OF ADEQUATE SITES

Vacant or Underutilized Residential Land	ACREAGE			MAXIMUM POTENTIAL UNITS			
	100% Build-out Ultimate (ac)	50% Build-out 5 Yrs. (ac)	75% Build-out 5 Yrs.	Current Land Use Ultimate D.U.	50% Build-out 5 Yrs.	75% Build-out 5 Yrs.	25% Density Bonus
Low Density (0-4 units/ac.)	155 ac.	77 ac.	116 ac.	155-620 D.U.	70-308 D.U.	116-464 D.U.	+155
Medium Density (4-8 units/ac.)	43 ac.	21 ac.	32 ac.	172-344 D.U.	84-168 D.U.	128-256 D.U.	+ 86
High Density (8-16 units/ac.)	17 ac.	8.5 ac.	12.75 ac.	136-272 D.U.	68-136 D.U.	102-204 D.U.	+68
TOTALS	215 ac.	106.5 ac.	160.75 ac.	463-1236 D.U.	229-612 D.U.	346-904 D.U.	+481
City Owned Property 8-16 units/acre	10.93 ac.	5 ac.	8 ac.	87-175 D.U.	40-80 D.U.	64-128 D.U.	+44
Vacant Commercial/ Land Suitable for Residential Development 8-16 units/ac.	16.55 ac.	8 ac.	12 ac.	132-264 D.U.	64-128 D.U.	96-192 D.U.	+66

Source: Healdsburg Planning Staff Survey, May 1981

The development density planned for the vacant residential land is as follows: 72% is designated for low density development (0-4 units/acre), 20% for medium density (4-8 units/acre) and 8% for high density (8-16 units/acre). While most of the parcels are less than one acre and have already been subdivided and developed with utilities, there are five parcels of large acreage (10+ acres) all within the City boundaries, which are suitable for development. However, two of these parcels are as yet unincorporated and are in litigation.

The development potential of the three incorporated parcels of large acreage is as follows: the twenty-eight acre parcel, designated for low density, can provide 60 additional units; the fifteen acre parcel, designated for medium density, can provide 60-120 units; and, the eleven acre parcel, designated for high density, can provide 90-181 units and exhibits high potential for low cost housing. The remaining two parcels of unincorporated land comprise 24 acres and can provide 90-181 units at medium density. An additional 135 low income units may be created by the 25% density bonus applied to the five parcels.

The vacant land owned by the City of Healdsburg has been projected to accommodate 87 to 174 units with 100 units assumed to be the actual maximum development. This land is currently being reviewed for development of 50 to 100 FmHA Section 515 assisted housing units for the elderly.

Although the County's Industrial/Commercial Study anticipates very limited conversion of commercial and industrial lands, 16.55 acres of vacant industrial and commercial lands were inventoried as suitable for residential developments with projections to accommodate 132 to 265 housing units at high density. These lands are located in and around the downtown area. There are no current plans to develop these lands as residential.

In addition, lands immediately north of the City were evaluated for possible future annexations in accordance with the adopted General Plan. Four parcels totaling approximately 196 acres were inventoried to accommodate 302 to 926 dwelling units, including 80 acres of open space, within the ten year urban expansion period. An additional 109 acres were inventoried to accommodate 745 to 1798 dwelling units at low and medium densities within a 20 year urban expansion period.

The results of the land use survey and vacant land analysis indicate that there are adequate housing sites within the City's boundaries to meet the 5 year projected new construction need at 50% build-out, assuming the maximum densities are applied. Within the ten year and twenty year urban expansion periods there appears to be adequate sites to meet the projected new construction need, however, due to the high cost of annexation and the natural constraints of these areas in providing higher densities, low income housing needs may become a more critical concern at that time.

## G. Criteria for Evaluating Sites

### 1. Elderly and Handicapped Housing

Elderly housing is typically apartments with one and two bedrooms, designed for people 62 years of age and older. Elderly housing can have higher densities than family housing and include some handicapped units.

The primary considerations in evaluating sites in Healdsburg for elderly housing are: proximity to shopping, social services, public transportation, and health care. Since apartment managers prefer a project with at least 50 units, the site size should be a minimum of two and one-half acres. If density was increased for elderly housing two acres would be acceptable. Also of primary consideration is compatibility to adjacent development, cost, and community acceptance.

Secondary considerations involve proximity to recreation and churches, special amenities such as trees and views, and the absence of detrimental conditions such as traffic, noise, industrial use, etc. Using these criteria, the most likely sites for elderly housing would be in and around the downtown. Here the elderly are afforded proximity to transportation, shopping, and recreation. Some of the vacant Healdsburg sites are flat which increase the accessibility for the elderly and handicapped.

### 2. Family Housing

Family housing is defined as attached dwellings, often garden apartments, with two or three bedroom units designed for families with children. Some of these units are appropriate for federal subsidies, others exceed federal cost limits. However, other subsidies make it possible to build these units for low and moderate income families. Some handicapped units are also provided among the family units.

The primary considerations in evaluating sites for low and moderate income families are: distance to public transportation, schools, employment, recreation; school quality and overcrowding; site size (one acre or larger); compatibility with adjacent development; assessed value; and community acceptance.

Secondary considerations include distance to shopping, social services, health care, and churches; special amenities such as trees and views; topography; and absence of detrimental conditions such as traffic, noise, industrial use, etc.

Some of the vacant sites, especially the larger parcels designated for high density, have the potential to be considered as family housing sites. All development of affordable housing should be part of a master plan to be developed in a manner as to be indistinguishable from the rest of the development that may occur at those sites. All of the vacant sites are in residential neighborhoods and school and recreational facilities are nearby. The Healdsburg Elementary School District, until recently, had experienced a gradual decline in enrollments. However, during the 1980-81 school year, this trend has reversed and the district has begun to experience a slight increase in student population as a result of students generated by new development in the northern Healdsburg area. Because of this shift in enrollment trends, the district is now anticipating a period of gradual growth over the next decade.

At the present time, it is difficult to assess the actual classroom capacity available in the elementary schools because the utilization of classroom spaces has changed in response to mandated "special education" programs, each of which has its own inherent space requirements. Assuming that enrollments will continue to rise, current capacity availability would have to be further evaluated in order to determine when (or if) new construction, or the use of portable classrooms would be warranted. The district provides busing services throughout outlying portions of its service area; but, children residing in areas close to the schools are expected to travel to school either on-foot or in private vehicles.

The Healdsburg Union High School District operates two (2) junior high schools (Grades 7-8) and one (1) senior high school (Grades 9-12). As in the elementary district, enrollments at the secondary level have shown a slight increase during 1980-81, and are expected to continue a gradual growth trend during the 1980's. The specific impacts of additional development are uncertain. However, the number of school children generated as a result of the annual goals should not be a burden upon the School District.

Accessibility to employment is more difficult to determine. The 1975 Census reported 68% of the household heads live and work in Healdsburg. By 1990 this percentage is expected to increase because of the additional commercial and industrial development.

## ALTERNATIVE WAYS TO PROVIDE LOW COST HOUSING

Providing additional low cost housing for Healdsburg residents and potential residents continues to be a problem. Homeownership for low to moderate income residents is almost an impossibility. With the average single family home priced at \$96,950, families earning under \$38,780 cannot afford to own housing unless they have existing equity to increase their downpayment above the 20 percent level. Increasing density, modifying City regulations to reduce construction costs, or participating in federal programs will not significantly reduce the costs of single family homes. The exclusion of low income families from the single family home market increases pressure on the rental market reducing the rental vacancy rate while increasing rents. There is a housing shortage that prevents the natural forces within the private market from working to make rents more affordable.

The focus for providing new housing is best directed to multifamily rental units. Emphasis should be placed on the development of elderly and handicapped housing due to the large and growing concentration of elderly in the City. These units are more likely to be constructed at a price range which lower income households can afford. The use of federal subsidies also has the best impact in this area.

The development of a housing program will require Healdsburg to become actively involved with both the private sector and other public agencies. Provision of affordable housing is an objective that the City cannot accomplish by itself. The following programs illustrate methods where the use of subsidies or non-monetary housing cost reduction techniques can increase the supply of affordable housing for lower income households. Some of these methods are currently used by the City, others may be recommended in the Policies and Implementation Program section.

### A. Non-monetary Housing Cost Reduction Techniques

#### 1. Assistance to Developers

The City can aid developers of low cost housing by the selection of sites for low cost housing and provision of information regarding federal and state subsidy programs. Both non-profit and private developers that specialize in the construction and/or financing of low cost housing can be encouraged to submit proposals for various sites identified.

#### 2. Rezoning, General Plan Amendment and Annexation

Rezoning, annexation and General Plan Amendments are ways to meet housing goals; however, sufficient vacant residential land exists in Healdsburg without rezoning. A rezoning and

General Plan amendment would be necessary if the City decided to use its vacant 11 acre parcel for residential.

### 3. Bonus Incentives

Cities have often used zoning tools to promote special types of development or provide various amenities. Generally incentives such as reduced parking or increased density have been granted for providing additional open space, setback or pedestrian amenities in commercial and industrial developments. Bonus can reduce some of the development costs of low income housing. For example, by permitting development at higher densities, land costs can be reduced. The developer is allowed higher density and a reduction in site improvement costs if he or she provides a portion of the extra units at cost. Healdsburg currently has "Density Increase Criteria" in which developers are provided these incentives to produce low and moderate income units or rental apartments. See Appendix B.

Bonus incentives can be used by allowing extra density for all lower cost housing in all multifamily zones or only for those sites identified for the development of low cost housing. The Zoning Ordinance can be modified to accomplish this or a "floating zone" for low cost housing could be established. A floating zone is a specialized type of zone classification which is not mapped but exists in text form in the zoning code. Whenever a development is proposed that complies with the floating zone, the area for the development may be mapped into such a zone.

### 4. Bonus Incentives Plus Inclusionary Zoning

In discussing bonus incentives, the term "inclusionary zoning" is often used to define a technique by which communities encourage private development of low and moderate income housing by adding to the development approval process a check point where such units are mandated or subject to a negotiated alternative. The developer is allowed higher densities while a portion of the units are priced at cost. Either the Zoning or Subdivision ordinance can be used to require the development of low and/or moderate income housing as a percentage of each new housing project.

In some cases, density bonuses of 20% are permitted and 15% of the total number of units are to be priced at cost (i.e. unit construction costs plus financing; no land site improvement or marketing costs and no profit). This formula is estimated to lower unit costs by 30% for townhouse-type units and over 11% for typical apartments.

5. Modifications in Zoning and Building Codes and Reduced Amenity Packages to Further Lower Non-Essential Costs

This is another incentive for developers to provide low cost housing. Unit size reductions, reduced "amenity" packages such as expensive fixtures and floor coverings, and reduced parking space requirements for senior housing can further lower costs.

6. Residential-Commercial Mix

Combining residential and commercial uses in the downtown could lower housing costs. Even building market rate rentals would help to ease the tight rental market. To encourage residential-commercial mix, height or density can be increased when housing is provided. Further incentives can be provided if the housing proposed is low cost housing.

7. Priority Processing Projects That Include Non-Market Rate Units

Generally housing costs are increased the longer it takes for a development project to obtain the required number of approvals. Priority processing is used to get plans and permit applications for low cost housing approved as rapidly as possible. This makes the development of such housing more attractive to builders. To accomplish "fast track" processing, a policy can be developed to speed up processing for such projects. Such a policy would involve giving projects that include non-market rate units priority in staff, Commission and Council review. The impact of this technique upon reduction of housing costs is uncertain. In the Bay Area, a conservative estimate of \$800 per unit saving is assumed.

8. Review Industrial and Commercial Development Proposals

Proposals for new industrial and commercial development should be reviewed to determine if affordable housing will be available for future employees. There are private consultant and investment firms which arrange homeownership programs between employers and employees. The programs involve the employer and employee sharing equity in housing which makes it possible for employees in the moderate and middle income range for Healdsburg to afford housing. The employer assists with the downpayment and monthly payments are structured so that the employee gradually takes over more of the housing payments. Thus, employers compete more effectively for moderate income key employees by placing them in homes at reduced entry costs. The employer also shares in the tax benefits and investment rewards of single family homeownership without the usual landlord-tenant problems.

This type of a program might be considered if a large development program was proposed that would include many moderate and middle income employees. Homeownership programs can involve either constructing ownership housing at the site, similar to industrial parks in Palo Alto which have planned residential and industrial mix or the employer assists in the purchase of existing housing. This program would be helpful in view of the new industrial and commercial development anticipated as a result of the formation of the Redevelopment Agency. A review of each development proposal for its housing related impacts is proposed in the Draft EIR for the Redevelopment Agency.

9. Regulation of Condominium, Stock Cooperatives, and Community Apartment Conversions

Low cost housing that already exists should be maintained and conserved. One method to accomplish this is to regulate the conversion of rental units into condominiums. Conversion of rentals while providing low cost ownership housing reduces the rental supply and increases rental prices if the demand remains constant. The impact is especially greater for low income households. Bay area communities have taken steps to regulate the rate of conversions to reduce pressure on the existing rental stock. Some of these regulations include:

- Prohibiting conversions if the vacancy rate falls below a certain percentage.
- Limiting the number of conversions per year.
- Prohibiting conversions if the ratio of multiple family rental units to single family homes, townhouses, and condominiums falls below a certain percentage.
- Requiring the availability of comparably priced housing.
- Requiring that a percentage of tenants purchase the units.
- Requiring that a percentage of the converted units be for low income occupants.
- Extending leases for seniors.

Healdsburg's ordinance regulating conversions prohibits conversions if the vacancy rate falls below 7%.

B. Use of Subsidies to Reduce Housing Costs

1. Participation in the Community Development Block Grant Program

Costs of new housing can be reduced further if the City participated more actively in the Community Development Block Grant (CDBG) Program. At present the City only uses CDBG funds for rehabilitation of owner-occupied housing. These funds can also be used for "land banking" in which the City purchases vacant land and sells it to the developer for a reduced price to

construct low cost housing such as Section 8 and Farmer's Home Subsidy. The money returned from the sale can be used to purchase more lands or directed to other programs as described in Section B-3, "Assisted Housing Site Acquisition Program".

## 2. Participation in the Section 8 Housing Assistance Subsidies

These subsidies are available for rental units or limited equity co-ops as part of the 1974 Housing and Community Development Act. The funds go directly to a developer or non-profit sponsor, guaranteeing that the units are subsidized up to the life of the mortgage. The developer obtains his or her financing, but the Section 8 allocations facilitate obtaining the financing. The Section 8 New Construction Program also allows higher rent levels than for existing units.

The City currently participates in the Existing Section 8 Program. To qualify, a household must have an income of 80% or less of the County's median income. This figure is adjusted for family size. The Section 8 Program establishes "fair market" rent levels, including utilities. These levels are the maximum a unit can rent for to be eligible for the program.

The HUD maximum rents (including utilities) as of April, 1981, for units in Sonoma County are as follows:

<u>Studio</u>	<u>1 Bedroom</u>	<u>2 Bedroom</u>	<u>3 Bedroom</u>	<u>4 Bedroom</u>
\$247	\$299	\$380	\$476	\$540

These "fair market" rents are within the rent ranges of apartments in Healdsburg. Thus, families who qualify for Section 8 subsidies could find some units to rent in Healdsburg. Current low and moderate income renters might also qualify for Section 8 subsidies. The City could publicize this program to attract eligible renters.

## 3. Assisted Housing Site Acquisition Program - Sonoma County

The Sonoma County Staff locates and acquires sites for resale to the developers or owner/builders of housing for low and moderate-income persons. The Assisted Housing Site Acquisition Program has two components, land acquisition and site disposition. The County devotes approximately \$100,000 per year in Community Development Block Grant revenues to an Acquisition Fund to be administered by the Housing Authority. The Department may also use such funds for site preparation and other predevelopment costs if and to the extent that the project to be constructed on the site will directly benefit low income

households; the site preparation or other costs cannot reasonably be borne by the developer or owner/builder as part of his/her long-term financing; and the project is assured of construction and long-term financing before the costs are incurred by the Fund. Units constructed on all sites purchased from the Fund benefit low and moderate income persons exclusively. In addition, the County provides a revolving loan fund for the acquisition of options on potential sites. Healdsburg does not currently participate in this program. Sonoma County will now become an "entitlement" community and eligible to receive more Block Grant funds. The Assisted Housing Site Acquisition Program will be expanded to a landbanking program.

4. Farmers Home Administration - Section 502

This is a program that provides direct loans to low and moderate income households to buy, build, repair, renovate, or relocate a home. Interest rates vary according to the applicant's adjusted family income. Loans have no maximum ceiling, but the size of the house must meet FmHA requirements and be modest in design and cost.

5. Farmers Home Administration - Section 515

Section 515 provides loans to public and private limited profit and nonprofit sponsors for the construction or substantial rehabilitation of rental and cooperative housing for low and moderate income families or elderly persons.

6. The Owner-Builder Assistance Program

The Owner-Builder Assistance Program is the counterpart of the Self-Help Housing Rehabilitation Program operated by the Sonoma County Housing and Community Development Office for persons and households who want to reduce their housing costs by contributing labor to the construction of a new home for themselves. The program operates in precisely the same manner as the Self-Help Rehabilitation Program described in Chapter IV.

7. State Programs

The other potential sources for new construction of low cost housing and rehabilitation are state-instituted programs. The California Housing Finance Agency (CHFA) has funds for loans and new construction. Depending on the type of project, a CHFA project might require a referendum because of stipulations of Article 34 of the California State Constitution. The Marks-Foran Residential Rehabilitation Act of 1973 allows cities,

counties, and housing authorities to issue tax exempt revenue bonds for the purpose of financing rehabilitation loans. SB 99 (1975) permits redevelopment agencies to provide long-term, low interest loans to finance residential construction in redevelopment areas.

Tax exempt municipal revenue bonds for mortgage financing are a resource to increase the supply of affordable housing in Healdsburg. The proceeds of revenue bonds can be used for below market rate interest loans to lower housing construction financing costs and home purchase costs and/or to enable financial institutions to make loans to the housing sector.

A feature of tax exempt bonds is that the local government lends its name to the bond issue to secure the advantages of tax exemption but incurs no general obligation liability. The security offered to bond holders is the underlying loan and associated capital revenues. The recently formed Redevelopment Agency will be allocating a minimum of 20% of its revenues to the development and rehabilitation of low and moderate income housing in Healdsburg. The project area covers 2/3 of the City. Included in the area are the sections of town with the oldest housing.

# GOALS, POLICIES and AND IMPLEMENTATION PROGRAMS TO INSURE AN ADEQUATE SUPPLY OF HOUSING FOR ALL GROUPS

## GOAL A

It is the goal of the City of Healdsburg to have housing types and programs which will enhance the community's living environment and diversity of population.

## POLICY

Discourage rapid and disruptive population growth.

### Implementation:

1. Review development applications to insure consistency among General Plan Elements.
2. Development applications shall also be reviewed to insure growth occurs within the urban expansion lines. There is sufficient vacant land to meet 1985 new construction and affordable housing needs.

## GOAL B

It is the goal of the City of Healdsburg to provide safe and decent housing for all age and economic segments of the community's population.

## POLICY

The city will encourage new housing which provides units that meet the needs of the town's diverse age and income groups.

### Implementation:

1. Work with private developers of Farmers Home Administration Section 515 rural rental housing to develop 100 units of assisted elderly housing, preferably located at the Old Corporation Yard site. If this site is unavailable, other vacant sites meeting the criteria specified will be identified for this development.
2. Work with the County and private developers to identify sites for assisted housing.
3. After identification of sites, the City will designate those sites as priority sites for assisted housing.

4. Sites zoned commercial or industrial will not be designated as priority sites for low and moderate income housing. However, these sites will be reevaluated for this purpose in the fifth year of the housing program if they remain vacant.
5. After identification and designation of sites, the City will work with the County to assist developers in utilizing existing federal and state programs to construct low cost housing at the identified sites. Approximately 100-150 units of family/handicapped units are to be developed under the Farmers Home Administration Section 515.
6. The City will develop procedures to implement the Density Increase Criteria program to provide for the development of moderate price ownership housing and multifamily rental apartments. Low and moderate income housing will be encouraged in the City's medium and high density residential areas. Approximately 20-40 moderate income units will be constructed under this program over the next five years.
7. Continue to enforce the provisions of the Condominium Conversion ordinance to maintain the existing supply of rental apartments unless the vacancy rate exceeds 7%.
8. The City will work with the County, State, Federal Government and any private agencies active in promoting subsidized housing.
9. Continue to participate in the Section 8 Existing Program to subsidize approximately 32-40 households per year. Promote the program through newspaper articles.
10. Consider using Community Development Block Grant funds, if they would become available, to support profit or non-profit organizations active in the promotion of Section 8, Limited Equity Cooperatives, or similar programs. A review of the use of funds for this purpose will be conducted every year beginning in 1982.
11. Consider applying for Community Development Block Grant funds or other available state and federal funds to acquire property to write down its cost. A review of these programs will be conducted each year by the Planning Staff beginning in 1982.
12. The City will place the issue of affordable housing on the ballot to obtain Article 34 referendum authority should this be necessary to provide for affordable housing.
13. Adopt a resolution to give first priority to processing applications that provide low and moderate income housing, to reduce the costs associated with time delays.
14. For large scale developments, the City will consider recommending the developer contact private investment firms that arrange joint homeownership programs for employers and employees in order to

provide affordable ownership housing for employees of firms locating in Healdsburg.

15. As development proposals occur, the City will consider a mixed use development on those parcels where a mix is feasible and where the housing needs of the potential employees could be met.

# **IV**

**MAINTAIN AND PRESERVE  
EXISTING HOUSING QUALITY**



## THE NEED TO PRESERVE HOUSING QUALITY

The housing in a community plays an important role in defining the overall character of the community. Maintaining the existing quality of the housing will continue to make Healdsburg a desirable community. New housing construction is regulated through the development approval process. This insures that the appropriate densities, designs, and standards will be incorporated into the plan. The focus must also be on the existing stock which should be viewed as a valuable resource that the City cannot afford to let decline. Housing conservation will also assist in preserving the historic atmosphere of the town.

### A. Housing Conditions In Healdsburg

According to information contained in the 1970 census, 3.4% of the 2,049 housing units in the City were lacking some or all plumbing facilities, and 2% of the residences did not have complete kitchen facilities. The plumbing and kitchen deficiencies were concentrated in the rental units. The ratio of comparison was 3 rental units to every one owner occupied unit deficient. Most of the dwelling units requiring rehabilitation or demolition are in the older sections of Healdsburg. The older section is generally defined as the area within the 1950 city limits. Many of the structures in this area are more than 50 years old. Some of the older homes in the area are well maintained and some have been rehabilitated reflecting their original grandeur. There is no doubt that the homes in this area are characteristic of Healdsburg history and, therefore, should be saved. Figure 20 shows dwelling units by type in the downtown, most of which are single family units.

FIGURE 20

#### TYPE OF DWELLING UNITS IN DOWNTOWN AREA

	Total	Single Family	Duplex	Triplex	Multiple
Structures	494	432	26	13	23
Dwelling Units	683	432	52	39	160

Source: Downtown Residential Inventory, October 1978.

In the latter part of 1978, as part of the Downtown Revitalization Study, the City conducted a survey of residences within the downtown area. Surveyors recorded the condition of roofs, stairways, foundations, and noted any unsafe structural features. The survey did not include any plumbing or electrical inspection nor was there any interior survey of kitchen or bathroom facilities.

Survey results indicate that the housing supply in the area is in good condition. Over 94% of the units are believed to be in sound to fair structural condition. The results of the visual survey are shown in Figures 21 and 22.

FIGURE 21

GENERAL CONDITION OF RESIDENTIAL  
STRUCTURES IN THE DOWNTOWN

Condition of Structure

Type of Structure	Sound		Fair		Deteriorated		Delapidated		Total Units
	No.of Units	% of Total	No.of Units	% of Total	No.of Units	% of Total	No.of Units	% of Total	
Single Family Dwelling	262	61	149	34	18	4	3	1	432
Duplex	15	58	11	42	0	---	0	---	26
Triplex	9	69	3	23	1	8	0	---	13
Multiple	19	83	4	17	0	---	0	---	23

Source: Downtown Residential Inventory, October, 1978

FIGURE 22

## EXTERIOR CONDITION OF DOWNTOWN RESIDENTIAL STRUCTURES

Condition of:

Type of Structure	Roofing			Stairway			Foundation			Wood Rot			Unsafe Feature
	FA	DET	DIL	FA	DET	DIL	FA	DET	DIL	FA	DET	DIL	
Single Family Dwelling	100	13	3	70	13	1	32	6	3	35	9	2	1
Duplex	--	4	--	--	1	--	--	1	--	--	1	--	--
Triplex	--	10	--	--	5	--	--	1	--	--	3	--	--
Multiple	--	2	--	--	2	--	--	2	--	--	--	--	--
TOTALS	100	29	3	70	21	1	32	10	3	35	13	2	1

FA = Fair, DET = Deteriorated, DIL = Dilapidated.

Source: Downtown Residential Inventory, October, 1978.

According to the Study, 36% of the 494 structures surveyed are in need of some maintenance work or minor repairs, 4% (19) are deteriorated and in need of major rehabilitation work, and less than .5% (3 structures) need to be demolished. Most of the buildings in need of maintenance and rehabilitation are single family detached homes.

## B. Existing Rehabilitation Needs

Based on census data and visual surveys, it is estimated that Healdsburg has approximately 15% (448) of its 2,985 dwelling units needing rehabilitation. This figure includes both vacant and occupied units. Most of these units are concentrated in the downtown area and older sections of the City and are single family homes. There are not more than 10 units that should be replaced. Rehabilitation needs of owner-occupied units are currently being met through participation in the Community Development Block Grant Program. The recently established Redevelopment Agency will also use a portion of its funds to finance rehabilitation. The Agency does not anticipate any of its activities will require relocation. However, should this occur, a relocation program for residents has been planned.

To meet 5% of its rehabilitation needs, the City will attempt to provide rehabilitation funds for 20-22 units a year, initially through the CDBG and the Delayed Payment Loan programs. Additional units will be able

to be rehabilitated after the Redevelopment Agency begins operations and Section 8 Rehabilitation Program starts. Healdsburg previously concentrated its rehabilitation efforts towards owner-occupants. Additional efforts will now be directed toward rehabilitation of rental units.

## ALTERNATIVE MEASURES TO MAINTAIN AND PRESERVE EXISTING HOUSING QUALITY

Housing conservation programs can involve several processes: code enforcement, education and financial assistance. Education allows homeowners to be aware of measures to guard against problems associated with deterioration while code enforcement identifies problem situations and financial assistance enables low income owners to make repairs. The following alternatives can be considered.

### A. Code Enforcement Programs

Code enforcement refers to both zoning and building violations, which sometimes overlap as in the case of illegal room additions. The Zoning Ordinance is concerned primarily with illegal structures or uses while the Building Code is concerned with construction violations. The most prevalent type of code enforcement used by localities is described as complaint-response. This procedure involves investigation of zoning violations by City staff based upon complaints from neighbors or tenants. This practice is followed by Healdsburg. When violations are reported, there are several on-site investigations. Generally, complaints are regarding animals.

A mandatory Building Code enforcement program would involve the hiring of an inspector to make interior and exterior home inspections to determine the existence of Building Code violations. Another type of code enforcement is a concentrated approach which is directed to specific neighborhoods. Pre-Sale Code Enforcement, which requires a city inspection prior to sale or rental, provides still another method of insuring the continued maintenance of a city's housing stock. Mandatory, concentrated, and pre-sale code inspections place a burden on the homeowner who may be unable to afford the repairs. These types of code enforcement are best utilized when they are connected with rehabilitation programs to assist low and moderate income home owners with repairs.

Voluntary home surveys are offered by some localities to provide free code inspections to owners and buyers. The Healdsburg Fire and Building Departments will provide voluntary home inspections. Since the law requires major structural, health or safety violations to be reported, mandatory or voluntary code enforcement programs are not popular with owner-sellers who are concerned with incurring additional expense. Some California cities do require a disclosure of certain code-related information to be revealed to buyers of homes before purchase. This type of program offers buyers special protection.

## B. Rehabilitation Assistance Programs: Grants and Low Interest Loans

Rehabilitation Assistance Programs have several advantages. These programs provide financial incentives to homeowners to maintain their dwellings and make repairs. They minimize the negative effects of code enforcement programs by providing financial assistance to owners required to make repairs. The expenses associated with repairs are reduced, especially for low income households.

There are various types of rehabilitation assistance programs. Direct grant programs are for the lowest income groups and provide subsidies with no payback of funds. Other loan programs that are connected with local financial institutions use public funds to reduce the market interest rate on home repair loans. These programs can be difficult to administer and take a considerable amount of city time. A rebate program provides homeowners with rebates upon completion of repairs. This program can be instituted for low income families only or to provide incentives for all families to upgrade a specific neighborhood. It can also involve a reduction in permit fees.

Sonoma County currently operates several rehabilitation programs funded through the CDBG program and the State Department of Housing and Community Development. These programs include the Bankable Loan Program, the Delayed Payment Loan Program, the Self-Help Rehabilitation Program and Section 8 Moderate Rehabilitation. The Section 8 Substantial Rehabilitation Program will be operated by HUD and Healdsburg's newly formed Redevelopment Agency, and will also provide rehabilitation assistance.

### 1. The Bankable Loan Program

The Bankable Loan Program provides interest subsidies on loans made by participating private lenders. Loans are 90% insured by the Federal Housing Administration. Interest subsidies are paid from Community Development Block Grants. The County submits Block Grant applications on behalf of the City of Healdsburg in the amount of \$190,000 - \$200,000 annually. Twenty-two units (owner-occupied) were rehabilitated the first year under this and the following program. It is anticipated twenty-two will be rehabilitated this year under both programs. In general, the Bankable Loan Program is designed to serve moderate income owner-occupants who are unable to contribute labor to the rehabilitation of their homes, and low and moderate income owner-occupants who are able to contribute labor.

### 2. The Delayed Payment Loan Program

The Delayed Payment Loan Program provides 1% loans for terms of up to 40 years for low-income owner-occupants. Delayed payment loans are due only upon sale or other transfer of the improved dwelling or the end of the term. The borrower makes no monthly

or other periodic payments to pay off the loan. Loans may not exceed \$8,000 and are made directly from Community Development Block Grant funds to qualified residents of target neighborhoods. Healdsburg also receives these funds.

3. The Self-Help Rehabilitation Program

The Self-Help Rehabilitation Program provides technical assistance, information and referral and subsidized bankable or delayed payment loans to low and moderate income owner occupants, to renters and to investor/owners.

4. The Section 8 Moderate and Substantial Rehabilitation Programs

The Section 8 Moderate and Substantial Rehabilitation Programs will be used to encourage the rehabilitation of investor-owned rental properties. The Sonoma County Housing and Community Development Office currently administers the Section 8 Existing Housing Program, which provides rent supplements to low income tenants. The Moderate Rehabilitation Program which has just begun is administered by the Housing and Community Development Office in a manner similar to the Section 8 Existing Housing Program, except that the owners of units rehabilitated pursuant to this Program may receive higher rents than are available under the current Section 8 Program. Sonoma County will be able to rehabilitate 35 units throughout the County this year under this program. The Substantial Rehabilitation Program does not involve the County directly. Owners of deteriorated rental units apply directly to HUD for rehabilitation financing and for all allocation of Section 8 rent subsidies for tenants who will occupy the rehabilitated units. Such units may be managed by the Housing and Community Development Office under contract with the owner.

5. The Redevelopment Agency

Healdsburg's Redevelopment Agency is another vehicle that can be used for rehabilitation. While the Agency will not provide direct financing of housing or rehabilitation, it can considerably broaden the opportunities and options in implementing a housing program. This could include acquisition and clearance of sub-standard housing, acquisition and rehabilitation for resale of deteriorated housing, land conversion and/or land assemblage and financing of capital projects. While redevelopment provides necessary powers for neighborhood preservation and redevelopment, the source of funding is generated from the new development through tax increment financing. However, development more intensive than strictly housing must occur in order to generate the necessary revenues. One option is to insure that any residential project is incorporated into an area of potential commercial/industrial redevelopment. Financing of project costs is through the issuance of bonds

### C. Education in Home Maintenance

A program similar to the energy audits conducted by the Pacific Gas and Electric Company could be designed to provide home maintenance education to homeowners. Such a program could present information on how to make simple repairs, prevent insect infestation, and insure proper maintenance and servicing of equipment. This educational information could be disseminated in pamphlets and lectures. A list of community volunteers to help with home repairs or home repair problems could be maintained.

## GOALS, POLICIES AND IMPLEMENTATION PROGRAMS TO MAINTAIN AND PRESERVE EXISTING HOUSING QUALITY

### GOAL C

It is the Goal of the City of Healdsburg to improve the condition of the City's existing housing stock in order to provide a safe and decent home for all citizens of the Community.

### POLICY

The City will work in conjunction with Sonoma County and other agencies to establish programs to encourage and finance housing rehabilitation.

#### Implementation:

1. The City will continue to apply for CDBG funds to rehabilitate 22 homes per year through the Bankable Loan Program and the Delayed Payment Loan Program.
2. The City will identify owner and renter homes in the Redevelopment Agency's project area that qualify for rehabilitation. A rehabilitation plan will be developed to rehabilitate 20 homes between 1983 and 1985.
3. The City will work with the County to identify renter housing suitable for Section 8 Moderate Rehabilitation. Approximately 3-5 units can be rehabilitated per year. Information regarding both the moderate and substantial rehabilitation programs will be publicized in the Healdsburg Tribune.



**V**

**SUFFICIENT DISTRIBUTION  
OF HOUSING**



## EXISTING CONDITIONS

Closely related to the issue of adequate housing is the issue of accessibility of the housing, so that each household regardless of ethnic, economic, or marital status is provided with a reasonable choice of locations in the community. Problems that relate to accessibility focus on two main areas: discrimination and landlord-tenant conflicts.

### A. Discrimination

Discrimination against homeseekers on the basis of race, religion, national origin, sex, marital status, color, or ancestry is prohibited by State and Federal Law. While this discrimination exists, an approximation as to the extent is uncertain.

#### 1. Ethnic

14% of the total population in Healdsburg are considered to have Spanish surnames, and 2% are "Black, Indian, and Asian". Healdsburg also serves as a base for many migrant farmworkers, due to the amount of vineyards and orchards in the area. The California Human Development Corporation reports that some migrant workers feel they have been discriminated against when they seek housing due to the lack of a secure job, but no percentage is available.

#### 2. Physical

Persons who are physically disabled have special housing needs because of architectural barriers. There are no sources of information in Healdsburg to quantify the needs of the physically disabled. It is reasonable to assume that, with Healdsburg's significant elderly population, problems of physical inaccessibility exist. Handicapped persons are constantly confronted with a living environment that is unresponsive to their disabilities and those who are low income have an extra disadvantage related to affordability. Equal access to housing for disabled people has been granted by an amendment to the California Constitution.

#### 3. Age

According to the 1975 Special Census, almost 17% of Healdsburg's residents are over 65. The major housing problem facing the elderly is that, generally, their incomes are fixed and frequently low, which can confine them to substandard dwellings or force

them to pay an excessive portion of their income to housing. Healdsburg has developed three subdivisions adjacent to the Russian River with over 300 units that have age restrictions; one must be 45 years or older to live there. However, living in these subdivisions requires a fairly high income. Healdsburg also has a small amount of apartment complexes that seem to prefer renting primarily to the elderly. The three mobile home parks in the City also attract older residents. There have been no registered complaints of discrimination in housing by the elderly of Healdsburg. Several programs addressing the elderly housing needs have been established in Sonoma County. The Sonoma County Area Agency on Aging has established the Housing Service Program, to insure that existing resources applicable to the housing needs of older persons are fully available to them. An example of one of the several related programs outlined in the Housing Services Program is the Council on Aging. The Council on Aging offers services such as shared housing, locating housing, and referrals.

Another type of age discrimination is related to families with children. A July, 1981, survey of Healdsburg apartments indicated there were no restrictions on families with children, except when a few apartment complexes preferred renting to the elderly. Age discrimination against families with children does not appear to be a problem at this time in Healdsburg.

#### B. Landlord-Tenant Conflicts

Landlord-tenant conflicts center around several areas. The major portion of these problems involve the following:

1. Complaints from landlords regarding non-payment of rent and property destruction.
2. Claims by tenants regarding unreasonable rent increases.
3. Inability of tenants to reclaim cleaning and/or security deposit.
4. Claims by tenants of landlords' failure to maintain and repair the buildings and facilities.
5. Other issues involve noise, pest and rodent control, etc.

Although no indepth methods for investigating these problems exist, individual complaints do receive attention and response. The Sonoma County People for Equal Opportunity (SCPEO) reported two incidents between April and June 1981 involving landlords and tenants. Both problems were resolved by agreements initiated by SCPEO.

## ALTERNATIVE MEASURES TO PROMOTE FAIR HOUSING PRACTICES

Although Healdsburg appears to have very minor problems with fair housing practices, steps can be taken to insure that in the future accessibility to housing is available to all sectors of the population. Some of the measures that can be taken are the following:

### A. Control of Discrimination

1. Preference can be given to developers who have planned and designed units that can accommodate children and/or handicapped persons.
2. Codes and standards can be revised to promote architecturally accessible housing for the handicapped.
3. Certain buildings or places within a complex could be designated as open to families with children.
4. To discourage illegal forms of discrimination the City can seek better state and federal enforcement of fair housing laws and it could cooperate with local agencies that investigate claims of discrimination. This cooperation can involve strong policy statements by the City in this regard or an information and referral service can be established to handle complaints. Also Block Grant funds can be used to provide private agencies with funds to continue their operations. The following is a list of local agencies that handle discrimination complaints:

Sonoma County Housing Authority  
Sonoma County People for Equal Opportunity  
Division of Fair Employment and Housing  
Commission on the Status of Women  
Commission on Aging  
California Human Development Corporation

### B. Involvement in Landlord-Tenant Conflicts

1. The City could establish a rental housing mediation committee to prevent and remedy conditions that cause landlord-tenant conflicts. This procedure would involve recruitment and training of staff and does not appear warranted at this time.
2. Another method to assist in landlord-tenant problems would be to financially support (through federal funds) private agencies active in this area and refer landlords and tenants to these agencies upon request.

## GOALS, POLICIES AND IMPLEMENTATION PROGRAMS TO INSURE A SUFFICIENT DISTRIBUTION OF HOUSING

### GOAL D

It is the goal of the City of Healdsburg to provide through zoning, sites for future housing which are designed to meet the needs of all age and economic segments of the population and to insure, as required by State law, that all persons regardless of race, sex, culture, origin, marital status, or physical handicaps are provided a choice of locations within the Community.

### POLICY

The City will work toward the elimination of all barriers that prevent a free choice in housing.

#### Implementation:

The City will provide a referral service to link persons experiencing discrimination with agencies that handle specific complaints.

# **VI**

## **ESTABLISHING AND CONTINUING THE HOUSING PROGRAM**



## CITIZEN PARTICIPATION

The Housing Element was initially developed by the Consultant and Staff. Input was received from the community, Planning Commission, and City Council at Study Sessions and Public Hearings. The Healdsburg Tribune, a local newspaper, provided information regarding the Element, the dates of the Study Sessions and Public Hearings.

Continued citizen participation will help the success of the program and should be encouraged when the Housing Element is being reviewed, updated, and/or evaluated. Staff will report on the progress made during the previous year to achieve the goals of the Housing Element. This report will be publicized and made at a Planning Commission Study Session to provide the Commission and community with information regarding the attainment of annual goals and also to make any necessary recommendations regarding further actions needed to achieve the goals. The Housing Element will be revised in 1984 in accord with State law.

## RELATIONSHIP OF THE HOUSING ELEMENT TO OTHER GENERAL PLAN ELEMENTS

The General Plan is a comprehensive and generalized policy guide for urban development, composed of specific elements which discuss goals, policies, and programs. The Housing Element complements the General Plan by defining policy, proposing new programs and incorporating data and analysis specified by the State of California. In addition to the Housing Element, the State Guidelines require the following other elements: Land Use, Circulation, Noise, Scenic Highways, Open Space, Conservation, Seismic Safety and Public Safety. These elements place some regulation on the design and location of residential development projects.

For example, the Land Use and Circulation Elements are the building blocks that integrate the other elements. These two elements define the city form, densities, and the location and movement of people and goods. The Housing Element may require changes in the Land Use Plan in order to accommodate the proposed subsidized housing. These changes can be accomplished by a General Plan Amendment or a revision of the Land Use Element.

The Open Space and Conservation Element preserves open areas which are essential to maintaining the quality of life within a community. Provision for public facilities and open space are part of the development approval process both for residential and non-residential projects.

The Seismic Safety Element makes recommendations for guiding and regulating development in seismic areas. The scientific and engineering information in the Element is used to regulate the development of housing in order to protect lives and property.

The Noise Element insures that noise standards are met for all types of developments. Future developments are required to incorporate treatment of surrounding noise impacts.

The Public Safety Element introduces safety considerations into the planning process. It covers fire prevention and control, crime prevention and provision of emergency services. It relates to the Housing Element by emphasizing the safety features in residential projects.

The Scenic Highways Element provides for the planning of scenic highways by designating local scenic routes. These routes are to be convenient to the population while providing access to and connecting residential areas. Consideration of roadway aesthetics is to be taken into account in future residential developments.

On a County level, this Housing Element conforms with the housing goals and policies that are part of the Sonoma County Housing Element. The "fair share allocation" for Healdsburg uses the figures provided by the State Department of Housing and Community Development to assess housing needs as indicated in the Sonoma County Housing Element. In accord with the State Guidelines, Healdsburg has accepted its fair share of the region's non-market rate housing need.



## APPENDIX



## APPENDIX A

### GLOSSARY OF TERMS

Deficient Housing Unit - A structure in fair condition which may need some maintenance or minor repairs such as: peeling paint, broken windows, superficial cracks, missing shingles, etc.

Deteriorated Housing Unit - A structure in need of major rehabilitation work such as roofs, stairways, foundations, or unsafe structural features.

Dilapidated Housing Unit - A structure in need of demolition that has major defects such as structural faults, sagging roofs, or dry rot in wooden support members, and is so extensive that repairs would be beyond reasonable means to correct.

Fair Share Allocation - The percentage of households requiring housing assistance compared with the total households of a regional housing market area (the Bay Area). This figure is adjusted based on local housing market factors and is provided by ABAG and the State Department of Housing and Community Development.

Household (HH) - A single housing unit occupied by one or more persons.

Housing Unit - A dwelling designed for occupancy by one household.

Low Income - An income which is at or below 80% of the median income (\$17,120 or below).

Low Income Household - A household having an income, adjusted by family size, which does not exceed 80% of the median.

Median - The item whose value represents the point at which 50% of the total items are greater in value and 50% are lesser in value.

Median Income - An income representing the point at which 50% of households are greater and 50% of households are less (\$21,400 for a family of 4).

Moderate Income - An income which is between 80% and 120% of the median income (\$17,120 to \$25,680).

Moderate Income Household - A household having an income with adjustment to household size which is more than 80% of the median income but not greater than 120% of the median income.

Substandard Housing - Housing which would require repairs that would equal more than 50% of the value of the housing to bring it to an acceptable housing standard.

Unmet Housing Need - The number of non-market rate households in need of housing assistance which have not received assistance.

Vacancy Rate - The percentage of vacant housing units.

Very Low Income - An income which is 50% or less than the median income (\$10,700 or less).

Very Low Income Household - a household whose income with adjustment for household size which is 50% of the median income or less.

## APPENDIX B

### DENSITY INCREASE CRITERIA

#### A. PURPOSE

The Housing Element of the Healdsburg General Plan may allow increases in residential density above what is shown on the Land Use Map in order to increase the supply of affordable and needed housing. It is the philosophy of the City of Healdsburg that density increases may be granted as an incentive to proposed developments, in order to gain targeted housing types which achieve the community goals contained in the Housing Element of the General Plan.

It is also the purpose of this policy to accomplish the Housing Element and Housing Assistance Plan annual goals by:

1. Identifying projects which are eligible for density increases.
2. Establishing criteria for any increase in density.
3. Showing possible density increases for various General Plan Land Use categories.
4. Providing a planning procedure for density increase projects.

#### B. PROJECTS ELIGIBLE FOR DENSITY INCREASES

Projects proposing density increases should meet the current annual needs of the City of Healdsburg as to specific housing types.

##### 1. Low Income

This market is defined as households of less than eighty percent of median income (as currently defined by the City of Healdsburg).

##### 2. Moderate Income

This market is defined as households of eighty to one hundred and twenty percent (80%-120%) of median income (as currently defined by the City of Healdsburg), who are experiencing extreme difficulty in entering the owner housing market.

##### 3. Rental (Conventional)

There is a serious shortage of rental stock within the City of Healdsburg. Projects which include rental units should be considered for density increases.

#### 4. Elderly

This type includes all kinds of elderly housing, both assisted and marketplace, rental and owner. An elderly project is defined as one which will normally accommodate persons 62 years of age or older.

### C. CRITERIA FOR DENSITY INCREASES

Any project requesting a density increase should meet all the following criteria.

#### 1. Availability

The application should be specific as to the type and number of affordable or needed housing units that are being proposed and the method that is intended to be used to make sure that the units are actually made available to the special household types targeted.

#### 2. Community Facilities

Community facilities--water, sewer, streets, transit, schools, parks, shopping, etc.--must exist to serve the current General Plan densities, plus the increased density demands of the proposed project.

#### 3. Access

Significant increased density projects should be located on or near major collector streets. Smaller projects, or projects with minimal traffic impacts; e.g. senior citizen projects, may be located on local streets within existing or future neighborhoods.

#### 4. Neighborhood Compatibility

A project of increased density should be compatible with the surrounding neighborhood, blending with the scale and intensity of surrounding structures. This compatibility requirement will be determined specifically by the Planning Commission. Any buffering required between a higher and lower density should be provided by the proposed project.

#### 5. Site Development

Proposed projects should provide amenities on-site to include both public and private open space, recreational areas, adequate landscaping, and adequate areas for storage and

parking. Review of these projects by the Design Review Commission should take into consideration the relationship of the increased densities to the proposed amenities to ensure that they are adequate for the increased population of the project. Design Review, conversely, must use flexibility in its consideration of projects offering targeted housing types.

#### 6. Mixed Uses

The concept of mixed uses (residential units combined with office or commercial uses in a single project) may be desirable to increase the supply of specialized housing. The main consideration is the provision of a pleasant living environment separate from the business atmosphere of the offices or retail shops.

#### 7. Concentration of Projects

The proposed project shall be evaluated as to whether or not it overly impacts the geographical area with a specific type of specialized housing unit.

### D. GENERAL PLAN AND DENSITY BONUSES

The bonus densities which are described and contained within the policy shall be considered a maximum density bonus. If, during the review process by the staff, it is found that the maximum bonus does not meet the criteria for density increases or established policies of the City of Healdsburg, a reduction in the density bonus may occur. To qualify for a maximum density bonus, a project must propose a certain percentage of identified units as described within this policy.

In all General Plan designations, the following provision shall be applied, as provided in Government Code Section 65915, referenced as follows:

65915. When a developer of housing agrees to construct at least twenty-five (25) percent of the total units of a housing development for persons and families of low or moderate income, a city, county, or city and county shall enter into an agreement with the developer to either grant a density bonus or provide not less than two other bonus incentives for the project.

For the purpose of this chapter, "density bonus" means a density increase of at least twenty-five (25) percent over the otherwise allowable residential density under the applicable zoning ordinance. The density bonus shall not be included when determining the otherwise allowable density. The density bonus shall apply to housing developments consisting of five or more dwelling units. Other bonus incentives which a city, county or city and county may agree to provide under this section include the following:

- (a) Exemption of the development from the requirements of Section 6647 and any local ordinance adopted pursuant thereto. (Land dedication of parks.)
- (b) Construction of public improvements appurtenant to the proposed housing development, which may include, but not be limited to, streets, sewers and sidewalks.
- (c) Utilization of federal or state grant monies or local revenues to provide the land on which the housing development will be constructed at a reduced cost.
- (d) Exemption of the development from any provision of local ordinances which may cause an indirect increase in the cost of housing units to be developed.

Nothing in this section shall preclude a city, county or city and county from taking any additional actions which will aid housing developers to construct housing developments with twenty-five (25) percent or more of the total units of a housing development for persons and families of low or moderate income. The determination of the means by which a city, county, or city and county will comply with this chapter shall be in the sole discretion of the city, county, or city and county; provided, that no developer shall be required to enter into an unacceptable agreement as a prerequisite to approval of a housing development.

## F. PROCEDURE

### 1. Agreement

The applicant should submit an agreement with his application, including such specific items as rent or sales price, square footage of units, deed restrictions, support programs to be used, procedures to assure long-term availability of the units, assurance of owner occupancy for at least one year, etc.

### 2. Staff Review

The Planning Department and City Staff PERC Committee will review each application for increased density to determine how well the project responds to current housing needs, the adequacy of the agreement guaranteeing housing availability, and the viability of the project with respect to city services and construction requirements.

### 3. Planning Commission Review

The Planning Commission will review all projects proposing density increases to determine if an increase is in order. If so determined, the Planning Commission will render a General Plan Consistency determination prior to Commission action.

#### 4. Design Review

Following review of the Planning Commission, increased density projects shall obtain normal approval by the Design Review Commission.

#### F. GENERAL PLAN CONSISTENCY FINDINGS

Prior to the Planning Commission action on a proposed project, the General Plan Consistency finding must be determined by the Commission.

The following findings shall be made by the Commission in rendering its determination.

1. That the proposed project provides an adequate number of specialized housing units in order to meet the housing needs of the City of Healdsburg specified by the Housing Element of the City of Healdsburg.
2. That community facilities and services are adequate to serve the proposed project.
3. That the increased density provided to the proposed project does not adversely impact the surrounding area.
4. That the proposed project provides adequate site amenities for the increased population residing on the site.

#### G. PROJECT REVIEW AND STAFF ANALYSIS

Upon application to the staff, the following review and analysis shall be provided prior to a Planning Commission determination:

1. The staff shall review the surrounding area and the densities provided within the area to ensure that an impaction of a geographical area with a specified housing type and increased density would not take place.
2. That the Planning Staff shall review the proposed agreement for the provision of the density bonus unit, to ensure that the agreement will provide the units as proposed.
3. The Design Review Commission will review any proposed development plans to ensure that the proposed project meets the adopted Design Review Commission policies.
4. The PERC Committee will conduct a review in order to ensure that adequate public facilities are available for the proposed project and the increased density.



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